SURVEY Midmonthly

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MARCH JOURNAL OF SOCIAL WORK 1941

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So They Say

• It is more blessed to give than to pay taxes.—CHARLES V. VICKERY, *president, Golden Rule Foundation.*

• I want my penshun. I dont want none of this old age rezistence.—*Letter to the Virginia State Department of Public Welfare.*

• Transients are people who are moving around and not stopping long enough to become citizens.—*Phoenix, Ariz. high-school girl in essay contest sponsored by the Community Chest.*

• There is, I think, no neat formula that saves any position on the complicated issues of war and peace from self-contradiction.—THE REV. HARRY EMERSON FOSDICK, *Riverside Church, New York.*

• There is no class of people in modern society that has more to say that's worth saying than the scientist, and none that knows less how to do it.—EDWIN G. CONKLIN, *executive officer, American Philosophical Society.*

• Faith that neglects works, degenerates into a lazy determinism; this has happened so often that men have come to think that faith is unnecessary, but without it works have a way of ceasing to occur.—W. H. AUDEN *in Common Sense.*

• Educational leaders in America never have contemplated a world of insecurity. —CLARENCE A. DYKSTRA, *director Selective Service System.*

• Lots of water has gone over the dam of late and lots of dams have gone under the water.—AUSTIN H. MACCORMICK, *Osborne Association, New York.*

• What new worlds are conquered when we realize that in all our human relationships we are not really what we are but only what people out of their own lives think we are.—JAMES S. PLANT *in "Personality and the Cultural Pattern."*

• The public welfare worker wants to know how to "handle" his board; the private agency worker how to "use" hers. They mean the same thing.—GAYNELL HAWKINS *in "Education for Social Understanding."*

• I would ask no one to defend a democracy which in turn would not defend everyone in the nation against want and privation. The strength of this nation shall not be diluted by the failure of the government to protect the economic well-being of the citizens.—PRESIDENT ROOSEVELT.

• To exercise freedom of speech one needs only vocal chords.—I. F. STONE *in The Nation.*

• He visited with some friends and met what is now his present wife. After a short courtship they became married as of April 4, 1939.—*Indiana case record.*

• One of the tricks prosperity plays upon us is that it makes it so hard to appreciate what we never have been without.—ALAN GREGG, M.D., *New York.*

• The settlement of this country amounted to the WPA project of the seventeenth and eighteenth centuries.—JONATHAN DANIELS *to the League for Industrial Democracy.*

• Propaganda is a bug-a-boo word used for everything, so it often means nothing. Frightened sociologists look for a propaganda under the bed every night, and generally find one.—LEON WHIPPLE *in Survey Graphic.*

• The creation of boards and agencies without adequate staff to administer the [relief] program and without funds to provide for unmet needs, is a hollow gesture.—*Report of survey of San Antonio, Tex., by the American Public Welfare Association.*

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Photo by Carlson

CHARLES P. TAFT, recently appointed assistant to the federal coordinator "of all health, medical, welfare, nutrition, recreation, and other related fields of activity affecting the national defense." Mr. Taft is a Cincinnati lawyer long identified with the YMCA and with Community Chests and Councils, Inc.

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SURVEY MIDMONTHLY

MARCH 1941

VOL. LXXVII NO. 3

For Soldiers Off Duty

BY GERTRUDE SPRINGER

IN late February President Roosevelt asked Congress for an appropriation of $150,000,000 to provide "community facilities" in defense areas. A bill to that effect has been introduced in the House. At about the same time a tacit though not explicit official blessing was given to the plans of the United Service Organizations for National Defense, Inc., to staff and operate certain of those facilities, particularly those adjacent to military training centers, with funds raised by public appeal. The USO—and note those initials well; they'll be much in evidence from now on—includes: the YMCA, YWCA, National Catholic Community Service, Salvation Army, Jewish Welfare Board, and the National Travelers Aid Association. With Travelers Aid added, this is the same group which organized in November as the National United Welfare Committee for Defense. [See *Survey Midmonthly*, January 1941, page 16.]

The action of the President in asking for funds for use in local communities represents a change in the official attitude of last fall when it was more or less assumed that, with the army supplying leisure time activities within the camps, the communities affected would and should do whatever else might be indicated. The tacit approval given to the USO represents a first step in the complicated and difficult business of formulating a comprehensive program of community welfare services uniting public and private endeavor to meet the challenges and the strains imposed by the defense upheaval.

Critics of this first step—and they are many—hold that it indicates failure to profit from twenty-five years of experience in community organization; they deplore the development of services "on religious lines of demarcation"; and they are fearful that "first steps" in raising private funds will lead inevitably to more and bigger steps likely to drain resources needed to maintain the home front of welfare services.

Proponents of the first step—and they, too, are many—maintain that the immediate situation requires action and that someone had to start somewhere. There is not time, they say, for the shaping of a comprehensive program with every facet delineated and polished. The development of such a program must be a matter of timing, with some services coming first and others following along as needs develop. In support of their belief that "activities on religious lines" in camp communities is a logical first step, they point to the undeniably real demand from relatives and friends of the drafted men that something be done about conditions and influences in those communities and an evident expectation and confidence that organizations with a religious background would accept the responsibility and discharge it effectively.

Whatever the logic and wisdom of the first step, represented by the plans of the USO, Washington's tacit approval of it came only after long effort to envisage the problems of welfare and defense, to appraise existing resources for dealing with them and to reconcile a great variety of proposals and pressures, among them those of national social agencies. The tortuous course of these efforts has been reported in *Survey Midmonthly* and need be reviewed here only briefly.

WHEN it became clear that private initiative would have its field of service not in the training camps but in adjacent communities, the National Social Work Council instituted a series of conferences of its members who are associated with a great variety of agencies concerned with family welfare, health, community organization, group work, and so on. It was recognized at once that the size of most of the training camps, running up to 60,000 men, completely overwhelmed local capacity, however willing, to set up adequate community services for them. Outside help in formulating, organizing, and financing a program was imperative. The council took as its franchise the formulation of principles for a program and for responsibility for its administration and its financing. The key to such principles as the council formulated them is full coordination of existing efforts, with "joint counseling and planning by public and private agencies on national, state and local levels . . . with patterns having ample flexibility to allow opportunity for local adaptations to meet local situations."

The council itself had no franchise to initiate such planning nor had any of its constituent members. It urged that "since responsibility for the success of the defense program rests primarily upon the federal government . . . a large

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measure of federal initiative, leadership, and financing is required in any attempt to deal adequately with its welfare aspects." It urged further that: "Understandings should be reached between governmental and voluntary agencies as to division of function and responsibility, in order that financing plans, public and private, may be made which are appropriate to the task to be undertaken."

While the process of analyzing problems and formulating principles was going on, five national agencies organized "on religious lines," not all of them members of the council, began to press for immediate action. The result was the formation of the committee, now incorporated as the USO, which offered itself to the President with a plan to promote a joint fund raising campaign to finance activities in camp communities. Its chairman is Walter Hoving, chairman of the board of a Fifth Avenue department store and president of the Salvation Army Association of New York. Directors named in the incorporation papers are W. Spencer Robertson, chairman of the national board and Eugene E. Barnett, general secretary of the international committee of the YMCA; Mrs. Henry A. Ingraham, president, and Emma P. Hirth, general secretary of the national board of the YWCA; Francis P. Matthews, Supreme Knight and Luke E. Hart, Supreme Advocate of the Knights of Columbus; Commissioner Edward J. Parker, national secretary of the Salvation Army; Frank L. Weil, president of the Jewish Welfare Board, and John M. Schiff, chairman of its army and navy committee.

AT about this time Washington took cognizance of the confusion and inadequacies in the community area, and of the need for leadership. In early December the President appointed Paul V. McNutt as "coordinator of all health, medical, welfare, nutrition, recreation, and other related fields of activity affecting the national defense." Mr. McNutt and his administrative assistant, Wayne Coy, declared their intention of utilizing the experience and facilities of all agencies, public and private, and invited national social agencies to gather firsthand information on actual conditions. They had no lack of cooperation. Organizations such as the National Travelers Aid and the National Federation of Settlements set their field staffs and locals to work on "firsthand information" of which they had plenty; others, such as the National Recreation Association and the American Public Welfare Association, lent staff for work in the field and in Washington. At the same time executives of national agencies found themselves so frequently called to Washington for conference that pajamas became standard brief case equipment.

Along in January army and navy officials registered their realization that training camps do not exist in a vacuum, that community influences are a factor in maintaining morale, and that "outside" counsel might have some contribution to make to the form and content of the morale programs within the camps themselves. Accordingly the Joint Army and Navy Committee on Welfare and Recreation was set up with Frederick H. Osborne of New York, who directed Red Cross work in the army zone in France during the World War, as chairman. Members include a number of civilians, certain officers of the army, navy, and marines, and representatives of federal agencies concerned with welfare and defense. Fred K. Hoehler, lent by the American Public Welfare Association for a limited period, is serving as consultant and a sort of liaison officer.

About this same time Mr. McNutt took steps to create channels of organization through which coordination, if, as, and when, could flow. He set up a new Interdepartmental Advisory Committee composed of officials of some fifteen federal agencies concerned with health, welfare, and the national defense; named Arthur Altmeyer, chairman of the Social Security Board, as its chairman; and appointed Charles P. Taft of Cincinnati as his own assistant in his office of coordinator. At the same time he established twelve federal regional advisory councils made up of field representatives of federal agencies and designated the regional directors of the Social Security Board to act as chairman and to maintain relationships with state defense councils. Thus the amenities of organization within the tangled web of federal agencies were observed. But a clear policy for a coordinated public-private community program still was not forthcoming.

The appointment of Mr. Taft seemed to many people to hold the most promise of action. Mr. Taft, a lawyer by profession, a member of the City Council of Cincinnati, knows his way through the convolutions of religious and welfare organizations and speaks their language. He is an active churchman, long identified with the YMCA both locally and nationally, and for three years was chairman of the Community Mobilization for Human Needs under the auspices of Community Chests and Councils, Inc.

Mr. Taft found his new job far from simple. Pressures bore down on it from all sides. As "the boys" went to the camps their complaints of "nothing to do in town" brought reverberations from the folks back home; reports from field workers on local conditions were disquieting; the army and navy were calling for wholesome recreation facilities outside the camps to compete with the shoddy, sometimes vicious things that were mushrooming up. In Washington itself government agencies were jealous of their prerogatives and their place in the picture. And added to everything else were the simple persistent souls whose grandiose schemes, complete with designs for uniforms for ladies, could not possibly be discussed with anyone below the top.

Mr. Taft, say people who know him well and are in his counsel, determined to tackle his big problem a piece at a time and to put first things first. Public health, for example, did not seem to be a first since there is a going organization in every state and county, with health officers on the job making necessary preliminary studies. Family welfare, too, has a going public organization everywhere, with evidence of a current slackening rather than an increase of strains. Sooner or later strains would develop and they must be foreseen and planned for. Extension of grants-in-aid for general relief as recommended by the Social Security Board, and anticipated legislation for aid to migrants, both of which stand a "better than ever" chance of favorable action by Congress, would bring new factors into planning in the area of family welfare. In any case this matter need not come first.

BUT in the matter of recreation it was different. Here there was no nationwide public agency. A great number of cities and some counties had public recreation systems under a variety of administrative direction, but many small communities adjacent to camps had no facilities and no means of getting them and the need, by all reports, was great and growing. Here then was a "first," though it too had many component parts some of which might come before others.

From the beginning of their consideration of community

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activities Mr. McNutt and his advisers, including Mr. Taft, have held to the idea of a coordinated public-private program which would invoke a maximum of local activity and participation, serve the home folks as well as the newcomers, and carry on as a part of community life when the high powered defense effort is behind us. But they have seen that program, in recreation as in all its other aspects, not as a single formula but as a step-by-step process. Thus, with increasing demand for outside leisure time activities for men in the camps, acceptance of the offer of the USO to operate such activities was viewed as a logical first step. The USO presented itself as a going concern in terms of organization, with a unified front for money raising, and with influential citizen backing willing to accept responsibility. Its proposed program, while not exactly coordinated, was tangible, following lines familiar to many people.

The details of cooperation between Washington and the USO are still subject to discussion and are as "fluid as a glass of water." However, the shape of the container and the nature of the contents are reasonably plain.

Under the terms of the bill appropriating $150,000,000, the President could allocate "to such agencies of government as he may designate" funds for the "construction, rehabilitation, and operation" of community facilities needed by defense activities. The tentative understanding between Mr. McNutt's office and the USO is that the former, with the approval of the President, will supply appropriate buildings for community camp activities which the agencies of the latter will staff and operate. Buildings held necessary to serve workers in new industrial centers may or may not be operated by one or another of those agencies. Also in the picture are buildings that may be required by local health needs. In any case all buildings, whoever operates them, will remain federal property later to be turned over to local communities for public use.

PLANS of the USO contemplate "standard service units," approximately 70x120 feet in size, to include a social hall with a capacity of 500, a reading room, snack bar or canteen, kitchen, wash rooms, storage space, garage, offices, and housing accommodations for a staff of three workers. The cost of each unit is estimated at about $28,500; annual operation at $18,000. A united campaign late this spring for something like $10,000,000 would raise an operating budget for a year. Present plans do not call for unified administration of services or for a unified program. While two agencies might conceivably double up in a single building, it is probable that in most places each would have its own of one or more units in which it would conduct activities along the lines of its established pre-defense program, with emphasis on religious and spiritual guidance each according to its faith. There would be no regular movies in any of the buildings since these are provided in the camps and communities. Dances in the buildings would be a matter of decision by each operating agency. The YMCA, for example, would have them as it always has in its army and navy branches. The Salvation Army would not, though it certainly would have doughnuts. All five of the agencies have subscribed to a lengthy operating agreement covering such details as a uniform price for a cup of coffee.

Although each agency expects to function pretty much on its own, Washington is not blinking the fact that coordination of USO efforts, army programs, and community activities is both desirable and necessary. Accordingly, Mr. McNutt's office proposes to supply in each camp community the service of a coordinator responsible directly to Washington, who will facilitate interrelationships, encourage local participation, and stimulate community development of a comprehensive program.

In late February Mr. McNutt's office had eight men in the field, most of them loaned by other agencies, to study and estimate the needs of camp communities. By April this number will be increased, perhaps up to thirty-five. On the basis of the reports these men bring in, priorities in the approval of community facilities, including presumably those to be operated with USO funds, will be determined. The USO does not contemplate services for camps of less than 5,000 men except in the case of camps of Negro soldiers, where it is expected that the YMCA would be the operating agency.

THE place of the YWCA in the whole scheme is not yet worked out but quite probably its activity will be chiefly, though not necessarily exclusively, in communities where armament and defense industries are employing increasing numbers of women and girls. The Travelers Aid Association was brought into the USO at the suggestion of Mr. McNutt's office because of its long experience in what social workers call "short contacts." It does not anticipate having buildings of its own, but will function as a center of information among all the agencies and in the communities. The American Library Association has been invited to join the group.

In this whole scheme of community camp service many problems of public-private relationships, some of them delicate, remain to be resolved. One detail, still to be ironed out, is the name that the buildings will display. Washington seemed to think that the legend "United Service Organizations" would be enough, but the agencies say that in each instance the name of the operating agency also should appear, though possibly in smaller letters. The agencies insist that theirs is not a public recreation program nor a substitute for such a program. They will provide certain types of physical recreation, but will not emphasize them. Moreover theirs is not an extension of the program offered by the army within the camps. Rather it is an extension of home community life — "home away from home" the YMCA calls it—providing bright, cheerful, friendly places for men to foregather in their hours off duty and even to "meet a nice girl." The entertainment provided will be varied and simple. Religious services and personal counseling will be offered.

This whole project of public and private cooperation is still in the planning stage, and any number of circumstances may change the shape and direction it now is taking. The agencies, it is plain, have every intention of maintaining their separate individualities and are determined not to sink their distinctions in a federally dominated program. The federal authorities, on the other hand, are aiming at a broad community program and are determined that it shall not be dominated by any one of its parts. The success of this "first step" and of the entire enterprise would seem to depend on the skill, diplomacy, and personal qualities of the persons who go into the communities as local coordinators. Careful consideration is now being given to the type of person which the work requires. Whatever his "type," the person will have no easy job. As Mr. Taft said of himself, he will "be shot at from both sides."

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Through the Training Camp Country

By RUSSELL H. KURTZ

Editor, Social Work Year Book

TO city offices and conference tables have come, for months past, reverberations of the impact of great new military training camps on the normal life of local communities. Newspaper accounts and eye witness stories have been vivid, frequently disturbing. But a city office, while a good listening post, is not a substitute for a firsthand look. To take such a look I recently visited a number of defense camp communities in the South.

A necessarily tight schedule and much driving left little time for gathering details. But even hurried observations served to confirm some preconceived notions and to change others. Confirmed was the impression of towns crowded to the bursting point as a result of nearby military training concentrations. Changed was the idea that nothing at all is being done about the conditions the camps are creating. My notebook yields sketchy pictures of a few of the places visited.

Fayetteville, N. C. (pop. 18,000) — *Nearby is Fort Bragg where in January 24,000 workers were engaged in constructing a camp for 60,000 troops, half of whom already had arrived. Noted:*

Housing conditions are acute for both civilians and enlisted men with families. Construction workers travel many miles daily. Rents have soared. A housing project is planned for married non-coms, with 750 home units, also a new school for 1,000 children. . . . County health department greatly overloaded, with additional staff needed for sanitary inspections of cafes, dairies, and other food dispensaries. Control of health aspects of prostitution taking considerable time. . . . The demand for able-bodied laborers is still great and WPA rolls are down. Most construction workers have come from within 75-mile radius. . . . Soldiers are granted only weekend leaves at present, since there is little for them to do in town. On Saturday nights they flock in, ten to fifteen thousand strong. . . . Recreational facilities, both commercial and non-commercial, are most inadequate. There is a local recreation council, a small Army YMCA, and a Salvation Army recreation room, but a much more comprehensive program is needed which the recreation council hopes to stimulate. A WPA recreational project is planned. Recreational facilities at the camp are "on order," for development after the rush of barracks construction is over.

Columbia, S. C., (pop. 70,000) — *Site of Fort Jackson to house 45,000 troops. Noted:*

A Citizens-Fort Jackson Committee, appointed by the Chamber of Commerce, is stimulating the development of hospitality and recreational projects and, with the aid of WPA personnel, is attempting some coordination. The main streets seem to be the chief recreational center, with two major activities—walking and looking. Five churches have opened their buildings for Saturday night activities and the Masons have equipped a downtown center. The township auditorium and the YMCA gym have been rented to the army for athletic events. Boxing and basketball are popular . . . . At the Fort there are three tent movies but at this stage little else in the way of leisure time facilities. . . . Ten thousand soldiers pour into Columbia every Saturday night. Less than 5 percent of the troops, say army folk, are "interested in vice." Probably several hundred prostitutes in the county. . . . Southern boys take to church "socials" more readily than to formalized group activities. . . . With the help of FSA, 150 families have been moved from land required for enlarging the military reservation. . . . Local defense council more concerned with physical than with human aspects of preparedness. . . . Problem of young girls following boy friends to Columbia is troubling social agencies. Unmarried motherhood cases on increase.

Hinesville, Ga. (pop. 629) — *Forty-three miles from Savannah, gateway to the 360,000-acre reservation where 17,000 troops are being assembled for anti-aircraft training. Noted:*

A year ago the camp was a sparsely inhabited pine forest and cypress swamp. Today it is a vast human beehive. Six hundred families are being moved from the range of the big guns, many with bitterness over giving up their little plots of land, their churches and schools, their camp-meeting ground. Hinesville was overrun by the 5,000 construction workers who came in to build the camp and who just now have begun to drift away. Trailer camps sprang up, eating places were impossibly crowded. . . . At the camp, recreational facilities are planned and under way, and in Savannah civic groups are marshalling resources. . . . An extra-cantonment health unit has been established, with state aid. Public comfort stations non-existent. Malaria control, rat-proofing, and other public health projects being developed. . . . Acute housing need for married officers and their families.

Jacksonville, Fla. (pop. 174,500) — *Center of huge naval developments. Fifty miles inland is Starke (pop. 1,200) and nearby, Fort Blanding, carved out of the wilderness by 19,000 workmen; scheduled to house 50,000 soldiers by midsummer and now accommodating 18,000. Noted:*

Saturday night in Jacksonville already is something to see. Will be more so as Fort Blanding and other projects are completed. Thousands of service men will be on the streets every evening, more over the weekends. . . . Local Defense Service Council is surveying recreational requirements and possibilities. A group of Protestant churches has opened Armed Service Center, with sleeping quarters and recreational facilities. A commercial center, with showers, lockers, pool tables, reading and writing facilities, also being started. WPA recreation people active in surveying needs and resources; working with Defense Service Council. Council of Social Agencies also has compiled data. . . . Rents are high, quarters difficult to find. Families still living in trailers near Fort Blanding, but subject to sanitary supervision. Critical situation of last fall has eased considerably. Several public housing projects under way in Jacksonville, and much private building. . . . Segregation of prostitution a moot question, hotly debated. Town is said to be wide open.

Columbus, Ga. (pop. 60,000) — *Nearby is Fort Benning which has a normal garrison of seven or eight thousand troops, now being increased to 50,000. Noted:*

Citizens' committee feels that "Columbus has an opportunity as well as an obligation to help these boys adjust themselves to their army life under the most pleasant, the most healthful, and the most moral conditions possible," but that federal aid

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is needed, too. Army YMCA doing a good piece of work, with city and county aid. A "Y" for Negro troops soon will be established. Several churches have entertained groups of soldiers. A few dances have been held in town and at the Fort. . . . A bad vice situation across the river at Phenix City, Ala., is coming under closer control as a result of publicity. Social hygiene problem still a live one, here as elsewhere.

Anniston, Ala. (pop. 30,000) — *Near Fort McClellan, expanded to accommodate 21,000 troops. Noted:*

The camp required 8,000 workers at peak of construction, 5,000 most of the time. Practically all now have left; only a half-dozen required help in getting away. . . . Some 300 farmers were evacuated from their land as the post pushed back its boundaries. Most of them went willingly. . . . Housing problem, critical several months ago, is still severe. Rents up, rooms scarce. . . . New Army "Y" just opened; also a a Jewish Welfare Center. Protestant churches are hospitable to troops. Chamber of Commerce and Inter-Service Club active in promoting dances, parties, and so on. . . . Recreation in the camp well developed, in comparison with some of the others. Leaves are regulated so that town is not overrun with soldiers every night.

In the region visited, the camp construction phase, with its severe crowding and threats of epidemic and disorder, is safely past its peak. Officials are breathing easier. In most of the camps, however, the concentrations of military trainees have not yet passed the half-way point. By midsummer the nearby towns will be dealing with much larger numbers of soldiers than at present.

The men in uniform are a fine looking lot; healthy, alert, and apparently happy. So far they haven't had time to get bored. Camp recreation programs are there, in more or less incipient forms, but the big development, if it is to come, lies ahead. The morale officers are restless to be getting at their jobs, anxious for the facilities still to be erected.

Community recreation awaits better community organization. Leadership and funds from the outside are needed to buttress local efforts. The job is too big to be left entirely to well-intentioned but poorly financed community groups; federal stimulus is called for. A major shift to public sponsorship of both planning and recreational administration seems imminent.

Rents and Relief

By BLEECKER MARQUETTE

Executive Secretary, Cincinnati Better Housing League; Past President, National Association of Housing Officials

THE persistent rent-dodging policy by which most American cities have condemned relief recipients to the worst type of slum housing is one of the most discreditable chapters in the whole history of relief. The wretched story is well known—it is told at length in Jean Coman's report on "A Survey of Housing and Welfare"—and need not be repeated here.

Two cities stand out as notable exceptions to the general rule. Milwaukee is one, New York is another. If there are others, I do not know of them. In these two cities relief clients do not have to take the worst of it. Under the leadership of Benjamin Glassberg, Milwaukee's welfare department had an intelligent housing policy for its clients straight through the depression. New York has done a good job, too, along somewhat similar lines, but the end was gained only after a long and persistent struggle on the part of William Hodson, welfare commissioner. That is the only way that better shelter for relief families can be gotten—by fighting for it. Lack of fight is one reason why the rent dodging policy has persisted.

The Milwaukee procedure sounds like a fairy story. Think of it! A relief agency actually paying an average of about $21 rent, in some cases as high as $35; inspecting and rating 50,000 dwelling units; insisting on needed repairs being made; not allowing families to stay in unfit or overcrowded quarters! The New York policy shares with that of Milwaukee the virtue of being sustained and consistent.

Not all cities can expect to do as well as Milwaukee and New York. Yet they need not stand still. Cincinnati recently has shown that much can be accomplished with very little extra money. The story began two years ago when the Better Housing League told the City Council the tragic results of the city's "hit or miss" policy of rent payment. Under the league's continued urging the city manager, C. O. Sherrill, became interested and presently called together Omar Caswell, director of the Department of Public Relief, Charles Sagmeister, chief housing inspector of the Building Department, and a representative of the Better Housing League to work out a program.

Under the plan developed by this group, the Department of Public Relief supplied the Building Department with the addresses of a large percentage of relief clients for whom rents were being paid in congested areas. The Building Department promptly inspected each home, graded it as good, fair, or bad and indicated the market rent. Since the inspectors frequently had made rent surveys they knew the prevailing rents in every section of the city's Basin area. The Department of Public Relief then undertook to raise its rents when they were too low and to decrease them when they were too high. Strange as it may seem, it sometimes happened that too much rent was being paid. On the whole, however, the program has involved an increased outlay for rents; but under the impact of the facts, a reasonable if not spectacular increase in the total fund available for rentals was secured from the financial authorities. This has been fundamental. Without it, no marked improvement would have been possible.

Of the 655 families who were in housing classified as bad, 370 already are out. Of the 106 families who were in unfit dwellings, all but ten are out and the dwellings have been vacated. The worst cases of overcrowding are being eliminated. Systematically, families in which there is tuberculosis are being taken out of bad and overcrowded housing.

The program has not stopped with moving people out of unfit housing but has gone on to an attempt to improve general conditions. Where tenants are at fault, they re-

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ceive orders from the Building Department to correct conditions for which they are responsible. Meantime the case workers of the Relief Department are trying to prevail on slovenly families to improve their housekeeping. On the stubborn cases, the Better Housing League is called in. Out of 337 instances of tenant carelessness, improvement has been noted so far in 116 cases. The change in the Relief Department's rent payment policy has resulted in a sharp decrease in evictions of relief families, the number dropping from 190 to 115 in five months.

To date the City Housing Bureau has rated both housing conditions and housekeeping among 2,833 relief families in the congested section of the city. It is significant to note that the bad housekeepers approximate 16.6 percent of the total. It has frequently been said that people cause the slums. This evidence does not bear out that statement, nor is it borne out by the evidence gathered by the Better Housing League from a sampling study of 200 non-relief families, white and Negro, which showed that 5.5 percent are bad housekeepers.

The Pittsburgh Housing Association is now at work on a program for handling the problem of relief rents. Says the director, Joseph Tufts, in his tentative report: "The greater portion of the 24,000 families receiving public assistance in Allegheny County are compelled to rent insanitary, unsafe, and crowded dwellings of the lowest standard. For families of three or more the maximum monthly rent allowance is $9.75." Mr. Tufts proposes a housing bureau in the Department of Public Assistance to appraise every dwelling unit occupied by relief families, using WPA for the work. For each dwelling unit that meets minimum standards rent would be established, with the Department of Public Assistance agreeing to pay this amount consistently for its clients and the landlord agreeing to accept it and to keep the property in repair. If the building is below standard, the City Building Department and the owner would be so notified. Only when improved enough to comply would it be listed by the department as acceptable for welfare families. If the structure is totally unfit, the welfare department would discontinue rent, move the family, and notify the City Building Department. Mr. Tufts estimates the average rent per family needed to carry out such a program at $21 per month. The total rent outlay needed would be about $280,000 a month more than is now being paid.

The fact that the relief load now is falling makes this a strategic time for public relief departments to move toward a more humane and consistent rent policy. As the total expenditure declines, more can be put into rent payments with a minimum of opposition. The circumstances seem to offer the opportunity to develop a sound rent payment policy and to use it to improve the housing of clients.

Voluntary Health Insurance

By FRANZ GOLDMANN, M.D.

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"The true security is to be found in social solidarity rather than in isolated individual effort."

THUS, long ago, a man who was both a great novelist and a great humanitarian expressed the principle which has since given rise to voluntary health insurance, a modern form of social action substituting solidarity for isolated individual effort. In considering this method, neither new nor novel, but still the subject of heated discussions, the first task is to review its objectives. The recognition of three basic factors is prerequisite to an understanding of them.

First, illness strikes at random and consequently the "costs of medical care fall very unevenly on different families in any one year and on the same family in different years." Because of this situation medical costs to the individual are unpredictable and unbudgetable.

Second, it is primarily serious illness that taxes the resources most. Yet, the financial disaster of high cost illness hits only a relatively small proportion of all families during any one year although it will hit almost every family sooner or later.

Third, the proportion of income spent for medical care by any individual may vary widely within one year and over a number of years. However, the expenditures of a large number of individuals taken together are on a rather constant and relatively low average level.

What then should be the objectives in health planning for a community which wishes to take these factors into account? Obviously one must be to make the costs due to sickness, injury, or maternity predictable, budgetable, and bearable. To attain this goal two steps are indispensable. Many people must band together under a single plan in order to pool their risks. They must make small regular prepayments into a common fund in order to pool their resources. This idea, the pooling of risks and resources, governs any plan based on the application of the insurance principle. In fact, the "spread-cost, share-cost" assumption is generally accepted in many commercial enterprises as well as in non-profit activities.

The insurance principle may be applied to medical care either by voluntary cooperation of individuals or groups, or by a government requirement that specified economic or occupational groups join a scheme safeguarded, guaranteed, and assisted by law. Because of space limitations it is possible to consider here only the first procedure—voluntary health insurance of the non-profit variety, of which several types have developed in recent years.

Some voluntary plans have been organized for the purpose of furnishing such services as are necessary to maintain or restore good health. These are generally called "service plans," as they provide for one or a variety of services in return for regular prepayments in cash.

Other voluntary plans have been organized for the purpose of paying cash to the insured to compensate him for economic losses due to illness. These are known as indemnity or cash plans, as they provide for cash reimbursement to the patient for medical or hospital expenses (medical or hospital indemnity plans), or compensation for loss of income (disability insurance), in return for regular prepayments in cash. Cash is paid to the insured on a definite

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scale in accordance with the economic losses suffered or in proportion to the size of the premiums paid by the subscriber.

Organizations which have assumed responsibility for developing voluntary plans are legion and the type of approach they use varies according to the type of sponsor. A study of any of the plans raises many questions deserving careful analysis, among them:

What is the scope of the service offered?
How are physicians' services organized?
Are proper standards of service secured?
What is the public policy with regard to various forms of voluntary health insurance?
What are the future prospects of non-profit voluntary "health insurance"?

The plans for hospital care best exemplify application of the insurance principle. The "non-profit, free choice" type is rather young, but during the last ten years it has spread like wildfire. Largest in the country is the three-cents-a-day plan of the Associated Hospital Service of New York.

Besides being highly significant for their own contribution to community welfare, hospitalization plans stimulate general interest in methods of prepayment for medical care, emphasize the provision of services rather than cash indemnity, show how the patient can be relieved from the financial burden of high cost illness, tend to give the physician more freedom in suggesting types of treatment hitherto not easily accessible to many patients. Hospitals benefit from the plans through assurance of a regular and substantial income.

Yet, for the patient and for the community, group hospital plans as now constituted meet only a part of the need. They do not include payments for physicians' services, hospitalization for socially important diseases such as tuberculosis, nor a number of other necessities. The duration of hospitalization is limited. The service as it stands is accessible only to the economic group of the population eligible to subscribe and able to pay the premiums.

The existence of voluntary health insurance plans providing for physicians' services is rare, but negotiations now underway promise many for the near future. These plans have one point in common: service is restricted to physicians' care and even this is incompletely covered. Many "ifs" and "buts" greatly decrease the potential value of such plans to the individual and the community.

A third type of program offers a variety of services usually including physician's care at home, in the office and hospital; dentist's care; hospitalization; laboratory and X-ray services; physical therapy services; a supply of drugs and some appliances. The mere fact that programs of this type include in a single arrangement as many services as are fundamental to restoration and maintenance of health makes them more commendable than others in relation to community planning. But even these more inclusive plans have their restrictions as to type of illness or service covered. Moreover, the number of existing plans providing for good medical care, both in quality and quantity, is too small to be a decisive factor in community health programs.

If the nation is to escape a disappointing heritage from pioneer health insurance programs, local enthusiasm must be guided into proper channels by a policy which recognizes community needs. The value of any medical care program based on the insurance principle is in its medical service rather than in its cash allowances. Therefore, concentration should be on the development of plans which provide, in return for regular cash prepayments, for the furnishing of services rather than of cash.

Moreover, to attain efficiency and economy the programs should be well balanced in continuity and consistency of services. A program which provides for only one type of service may have its merits; but medical care is complex, and definite danger lurks in the policy of emphasizing separate programs rather than inclusive ones.

As I have already said, one objective in community planning is to make the costs of illness predictable, budgetable, and bearable. But payment for medical care is not the only issue at stake. Another objective demands emphasis: the distribution of good medical care at a price which is fair both to patients and physicians. Therefore, the organization of physicians' services under the various types of plans must be carefully considered.

The "service plans" often are operated on the basis of group practice. The plans providing "cash indemnity" for medical expenses are usually conducted through the channels of individual practice. Recently a noteworthy shift has taken place in the interpretation of the term "medical expense indemnity." Originally it meant "reimbursement" for medical care as it still means to commercial companies and industrial corporations sponsoring this type of plan. However, in New York State under legislation passed last year medical expense indemnity plans may pay the subscriber in services rather than in cash.

SEVERAL differences mark the two methods of organizing distribution of physicians' services. Outstanding is the fact that the so-called medical expense indemnity plans are open to the participation of any duly licensed physician and, thereby, to an indefinite number of physicians. In contrast to this policy the plans conducted on the basis of group practice render services through a limited number of physicians "working in systematic association, with joint use of equipment and technical personnel."

Whereas group practice as such is accepted, its tie-up with prepayment arrangements is opposed by the American Medical Association. There are many arguments favoring group practice and many against it. However, one point seems beyond the realm of controversy. The essence of the social conception of democracy is a belief in free and equal opportunity. If we are willing to defend our ideals then we must agree that any sound method of organizing physicians' services be given a chance to be tested without discrimination and on a scale large enough to demonstrate its merits. If we do so we will accumulate valuable experience regarding the best methods of distributing high quality medical care.

Whatever we may do ultimately in this respect, we should not lose time in taking another step which has a bearing on the quality of medical care. No medical care program, however it may be organized, can be run without some supervision. Patients are human, so are doctors. Always there will be a small number of people who unintentionally or deliberately damage the common cause. Therefore, we must make sure that the premiums paid in advance by voluntary subscribers will not become, because of poor financial management, free gifts of involuntary philanthropists. Furthermore, we must do justice both to patients and physicians. The patients should get full value for their money and the physicians a fair remuneration. Supervision by the state as it is now exercised usually does

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not cover all essential points. It emphasizes fiscal points and technicalities and in many states does not apply to every plan because of the possibility of incorporation under different laws. Professional supervision also is inadequate, and must be expanded to secure maintenance of proper standards of service. The only persons competent for such a job are medical men. Complete supervision of professional matters should be placed in the hands of qualified physicians on the staffs of both voluntary organizations and public agencies involved.

The future of voluntary health insurance depends largely on the manner in which the legislatures will formulate their "declaration of public policy" with respect to medical care programs. In most of the states the laws at present limit the experimental field. In New York State a law which prohibits the combination of physicians' care and hospital care under "expense indemnity" plans has been interpreted as also prohibiting the licensing of group practice medical service plans.

Down through history we have revised and adjusted our laws whenever scientific or technical progress made revision imperative for the common good. Seventy years ago it was certainly correct to confine the duties of those responsible for the public's health to the removal of filth whenever such filth endangered the lives or health of the inhabitants. Today we in the public health field are beginning to interpret our obligations in a broader sense. Proper medical care for the prevention, cure, and alleviation of illness is one of the essentials of life—an inalienable human right. With the general acceptance of this social philosophy, the laws governing our policy should be adjusted to meet it. Enabling legislation should be so framed as to allow: first, operation of the broadest type of service plans; second, experimentation with any sound method of organizing physicians' services provided the professional men meet the usual standards; third, testing of any reasonable method of paying for medical care.

Our present experience provides a fairly clear picture of the potential range of non-profit voluntary health insurance. The opportunity offered by the various plans is now used primarily by people who are fortunate enough to enjoy an income large enough to permit savings or prepayments for some protection against illness. It is fair to assume that most of the subscribers to voluntary plans have annual incomes exceeding $1,500, though probably incomes over $2,000 predominate on membership lists. But families and individuals with annual incomes from $1,500 to $3,000 represent only about one fourth of the total population. And whether it will be possible to enroll even a large percentage of these is open to doubt. Nothing would be more detrimental to the future than to delude ourselves with the belief that voluntary health insurance can perform miracles. Even if voluntary health insurance is expanded as far as possible, a substantial gap in our health preparedness program still will remain.

Non-profit voluntary health insurance alone cannot solve the problems of organizing the distribution of and the payment for medical care. It must be supplemented by other plans meeting the widely varying needs of different economic groups. So supplemented, non-profit voluntary health insurance can definitely contribute its share to a broad health program for all of the people.

This article is drawn in part from a paper given by the author before the New York State Conference on Social Work.

Next Steps for the Blind

By HARRY BEST

Professor of Sociology, University of Kentucky; author of "Blindness and the Blind in the United States"

WITH the enactment of the social security laws, pensions for the blind have become an established institution in the United States. This is as it should be. Before the federal enactment, those who have worked with the blind and studied their problems had gained a slowly increasing conviction that for a greater or less number of the blind some public subvention was imperative. We now accept pensions—call them "aid to the blind" if you like—as a definite part of our social program for the blind; but we shall be making a serious mistake if we stop at that point.

In the first place, we should keep in mind that in any sort of decent order many blind persons can contribute in greater or less degree to their own support. If they are to be swept into the vast hopper of relief, benignantly called pensions, initiative or substantial effort on their part will be destroyed or seriously reduced, and all activities to find employment for them likewise will slow down.

We must neither take lightly nor become discouraged over the problem of employment for the blind, difficult though it is. Possession of sight contributes an almost indispensable factor in an individual's industrial equipment. Without it a person finds most occupations closed to him.

Possible employment for blind persons falls into three categories, all of which have been demonstrated, to an extent, as practical. They are special industrial work shops; small business undertakings; homework. Many of the blind, however, have not the proper physical or mental equipment for work shop occupation. As a group the blind are slow workers; a certain amount of "sighted" assistance and supervision always is necessary. Wages are on the whole small; sometimes shops are conducted at a loss. We need continued and venturesome exploration in this field, with constant attention to such matters as training, choice of trades, and market conditions.

Perhaps there is somewhat greater hope in placing a certain, rather selected group of blind persons in small business undertakings. Some will find it possible to remain in the same business in which they were engaged before blindness overtook them. A small number might find some processes possible in regular factories alongside seeing workmen. Chances of success always will be greatest with those possessed of special ability, resourcefulness, perseverance; in all cases the two eyes of a member of the blind person's family can render yeoman service.

For other blind persons—those who cannot readily leave their own homes, those getting along in years, and especially women—some form of homework is possible. Various

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articles, notably needlework, can be made in the home. Raw materials and necessary tools may be supplied, proper instruction given, and products marketed under competent salesmanship.

Apart from any financial considerations, employment of idle hands is nothing less than a heaven-sent blessing. Blindness is heavy enough, but perhaps that might be borne; not so the vacancy of long idle days. We must not deny the blind the priceless boon of work.

TO coordinate all industrial endeavors of the blind and the general field of service to them, there should be some organization, preferably a public agency, either acting independently or as a bureau or division in a state welfare or education department. This agency would formulate a comprehensive and far-reaching program for the blind and might have charge of pensions. Its business would be to look after and promote the interests of the blind, to serve them in all possible capacities. For the very young, medical attention is imperative. Special homes or nurseries may be necessary for some of them apart from schools for those of school age. For the blind of industrial age and of suitable condition, the fullest possible industrial provision should be made; those beyond this age should be ensured as much comfort and peace as possible.

For all the blind, a greatly increased amount of reading matter in braille or in "talking books" is needed. It should never be forgotten that reading means far more to the blind than to those who read from the inked page. Of the utmost importance is instruction in the home, not only in reading braille but in home occupations from which may accrue a helpful penny.

Above all, the agency should engage in the supremely rewarding task of the prevention of blindness, a task in itself quite sufficient to justify its existence. Fortunately, not less than three fourths perhaps not far from nine tenths of all blindness is preventable. It is the easiest of all human "defects" to reduce in incidence. Its greatest cause is disease; another is accident. Most cases resulting from these causes could have been prevented. A small proportion of blindness is of an hereditary character, not so fully understood and not so easily conquered; but with more study and more knowledge we may be prepared eventually to do something about this type also.

Before the enactment of the social security laws a few states were embarking upon a service program for the blind. The present Social Security Act mentions no service program whatever. It deals only with aid on the basis of need. An attempt was made a couple of years ago to amend the act to allow federal grants for service programs, a proposal possibly premature if not on the whole inadvisable. Probably the most desirable provision would be one making federal grants to any state contingent upon the inauguration and carrying on of a service program including measures for the prevention of blindness. The value of such procedure would be inestimable. It would lay the groundwork for a vast campaign for the reduction or eradication of blindness, and incidentally for a very considerable diminution of the economic burden upon the public treasury. Nothing could bring the states more quickly to the realization of their responsibility in this matter. If we are farsighted we shall see that Congress amends in some such fashion the provisions of the Social Security Act that concern the blind.

We must insist too that along with pensions for the blind shall go administration of a high order. Administration should be in the hands only of those who have some training for this special work and some idea of what blindness means and what can be done about it. Anything savoring of politics should have no place in our system; we owe that much out of respect to the blind if not to ourselves. Evils easily adhering to any pension system should be reduced to a minimum. Family responsibilities should not be diminished or denied, nor the recipient discouraged from efforts to do something for himself.

But we must be chary in our use of that word "pension." It is a soothing, soporific term; it beguiles and may deceive us into forgetting that pensions have little constructive value. Our major concern, in addition to a sound, comprehensive prevention and service program, should be directed to a system of allowances to the blind, not because of their condition but by reason of the occurrences that caused their blindness. With this concept in mind, we become less concerned about pensions as a form of relief (which they are), and more with compensation for the loss of sight. Our goal thus becomes reparation, so far as this is monetarily possible, connected with the event that occasioned loss of sight.

Compensation or indemnification for loss of sight is possible through more than one means. One is through actions at law, following the well known principle of negligence with respect to the recovery of damages for injuries. This method takes cognizance of the employers' responsibility to workers injured in the course of employment. But it involves much litigation attended by expense, delay, and uncertainty. On the whole, compensation for loss of sight through suits at law has affected comparatively few of the blind.

Another form of indemnification is through personal insurance, especially against accidents, available through ordinary commercial insurance companies, fraternal or mutual societies, or labor organizations. Such insurance is prompt, definite, and assured. However, it affects only a small proportion of the population; relatively few persons are able to afford insurance against loss of sight.

OUR major recourse must be to social insurance that provides indemnification for loss of vision. In the United States we have embarked upon but one form that has bearing upon the matter of blindness—workmen's compensation, now mandatory in virtually all the states. Compensation for loss of sight usually comes to one half or two thirds of previous wages, continuing for a few years or perhaps for life. The laws provide for maximum and minimum weekly amounts. There are varying exemptions to the provisions of the laws and, in general, industrial coverage is far from complete. However, workmen's compensation is sound as far as it goes, but its provisions should be broadened and its coverage extended to all walks of life. Our next step should be some form of social insurance for persons made blind by other than accidental means or by disease. Such measures also would have a most salutary effect upon the prevention of blindness.

Provision of social insurance against blindness from nonaccidental causes should be our definite and not too distant goal. Study of the matter should begin without delay. Pensions for the blind, important as they are, should be only a part of a comprehensive, constructive program. Pensions alone will get us nowhere in dealing with the problem of blindness in human society.

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MISS BAILEY GOES VISITING

Time for the Tenth Case

By GERTRUDE SPRINGER

"BUT what do they do that's different from what any other social worker does? Why, they haven't even any money to spend, and everybody knows that there isn't a thing the matter with nine out of ten of these relief people that money wouldn't cure." Miss Bailey at one time or another had heard so much conversation about the child welfare services that she sometimes felt like the cylinder of a dictaphone. But recently the conversations had been punctuated with direct questions often from social workers themselves, indicating that perhaps they, too, were not wholly clear on the whys and wherefores. To be sure some of the questioners were armchair philosophers who had suffered little of the heat and dust of social work reality off the concrete highways. Yet the question kept coming: what do the child welfare services operating in "predominantly rural areas" under the financial wing of the Social Security Act, and the administrative direction of the U. S. Children's Bureau, what do they actually do that any other enlightened social service could not do; specifically, how do they differ from the aid to dependent children services which also enjoy the financial blessing of the Social Security Act?

Miss Bailey agreed that money is a potent treatment for the ills of "nine out of ten of these relief people," but just now she was concerned with the tenth who, it seemed, needed something else. The child welfare services were designed to supply that need. Well, she was an old Missouri girl and she was here to be shown.

It was a pleasant enough little town, its business section straggling out from the town square, its residences set back from wide streets that soon ran out into country roads. Dominating one side of the square was the grim stone courthouse. Someday, thought Miss Bailey as she maneuvered for a parking place, someone would write a book about the county courthouse and all that it represents as an institution of American democracy. Not so long ago the office of the welfare department in a town like this inevitably would have been in the basement along with the janitor's quarters, but now Miss Bailey followed an arrow around to the back to a little county services building, so new that its red, white, and blue WPA project sign still stuck up alongside its doorstep. "If the WPA never did anything else," Miss Bailey told herself, "it took welfare work out of smelly old courthouse basements."

Mrs. Tripp, the county director, was outspoken in her estimate of the accomplishment of the child welfare worker. "Of course she does a better job than we do. Why shouldn't she? She has seventy-eight cases; we have 397 on ADC. In taking a case she thinks first of social need; we have to examine financial need and then wrestle with eligibility. She has time to make community contacts and develop resources for her cases, we do not. She is able to stay with her cases and see them through; we can hardly do more than dab at ours once in awhile and count ourselves lucky if they don't get any worse."

"But you have money to spend," put in Miss Bailey.

"Yes, but no time to use it as wisely as we think we know how, to use it as a tool, a means to serve an individual social need. We are so driven by the case load and the minutiae of paper work that we can do little more than chuck the allowances in and shut our eyes to the things that we might do if we had time."

"Is it really as bad as that?" Miss Bailey knew it wasn't. She knew that Mrs. Tripp and her two assistants were doing a good deal more for the dependent children in the county than merely chucking in money to stave off actual want.

"Well, maybe not. Maybe I'm jealous of the amount of time that Miss Baxter is able to put on a case. You know as well as I do that time is as essential as money in case work, and time is what we haven't any of. It burns us up to be no more than investigators doling out money under rules and regulations when we ought to be doing social work. Now you take this little Bobbie Roth that Miss Baxter has been working with. Under the rules, he wasn't eligible for anything, but if ever a child needed help he did. He's gotten it, thank the Lord and Miss Baxter, and it hasn't cost a nickel in cash money."

Miss Bailey hitched up her chair. "Tell me about Bobbie."

"It's really Miss Baxter's story, but she's out just now. He's a cute little tike, bright as a button. His mother, a farm girl up in the northern part of the state with more sex than sense, ran off and married one of those slick haired pool room cowboys that every small town produces. By the time Bobbie was born they were fighting and as soon as she could May, the girl, had to go to work to support herself. The first five years of Bobbie's life were turmoil, parked sometimes with May's parents but yanked away from them when she and her husband staged one of their high-powered reunions. When he was about five—he's eight now—May definitely quit, hitchhiked off 'to accept a position with a friend.' No one heard of her for a year.

"THE child seems to have been happy with his grandparents and they happy to have him. But of course there was the father who suddenly decided to exercise his paternal rights. So he took Bobbie and turned him over to his mother, an elderly widow with a religious quirk who dragged the child around the countryside to pipe hymns to her preaching.

"Through the country grapevine May heard of this and became violently maternal. All done up in feathers and furs she descended on the scene and without aye, yes, or no to anyone gathered up Bobbie and took him off to 'make a home for him.'

"Now May's 'position with a friend' at that time was as hostess or something in The Nite Spot, a den of iniquity out on our Highway 17 where the deviltry of three counties goes on. She lived upstairs with the manager of the place and that is where she took Bobbie.

"Bobbie adjusted, as we say. He learned to pick up food where he found it and to keep out of the way of fights. The customers—he was a great favorite with them—taught him to cuss and to sing dirty songs. Apparently May and the man were kind to him after their fashion, at

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least when they were sober, and the child became fiercely protective of his mother."

"But surely," Miss Bailey interrupted, "someone could have done something to take a child out of such a place. What about the county judge?"

"Our judge acts on complaints and there were no complaints. The good people weren't mixing in such a mess, even if they knew about it, and the others weren't talking. It was a fight that finally spilled the beans, a wild drunken free-for-all with gun-play trimmings which ended with The Nite Spot pretty well wrecked and May and the manager in jail. For lack of anything else to do with Bobbie, the constable took him home to his wife who promptly called up this office and practically put the child on our doorstep. And that's where Miss Baxter came in, and a good thing it was for Bobbie."

Miss Bailey bit back her questions and Mrs. Tripp went on with the story.

"The constable didn't think much of calling in the 'welfare lady.' May had told him that as soon as she and the manager got out of 'trouble' they'd take the child and clear out. That seemed like a good idea to the constable and Miss Baxter had to put up quite a talk before she got him to agree to anything else. Fortunately one of our young attorneys is interested in this sort of thing, and with his help in presenting the case to the judge, Miss Baxter was able to have the child committed to her care. One of the church societies put up the money to have him boarded for a little while in a home we sometimes use, and Miss Baxter went to work.

"SHE had to work fast, for while May was properly remorseful it was plain that once out of jail she would try to carry out her plan even though the man declared he'd have no part in it. The fight, it seemed, was just getting a good start.

"I needn't tell you how she went at it, how she pieced together May's and Bobbie's stories and got enough facts to write to the county where the relatives live. Fortunately the welfare people there were able to make the necessary visits to the father and the grandparents and to help them in making the arrangements whereby Bobbie, on his arrival there, will be put into the legal custody of his father, who in turn will sign an agreement to leave the child in the care of the maternal grandparents. He's to leave today, a three hundred mile trip, by bus. Miss Baxter has done a grand job."

"Admitted," said Miss Bailey, "but if there had been no Miss Baxter and the constable's wife had called you, you'd have done exactly the same things and Bobbie would have gone off on the bus just the same."

"I hope so, but Miss Baxter has done so many things that do not meet the naked eye, time consuming things, more important in the long run, even to Bobbie, than getting him off on the bus. She's let the child chatter himself out on his life at The Nite Spot until now he's less interested in that than in the life on the farm that he's going to. She's written the whole story to the grandparents so they won't try to pump the boy. She kept hands off his anxiety about his mother, leaving that to time and change of scene. I saw the note he wrote or rather printed to May. It said 'I hope you get out of jail. My grandpa has a calf. I'm going to have a dog and go to school.' See what I mean?"

Miss Bailey saw and Mrs. Tripp went on.

"She has listened to May's tale of woe about her mother-in-law, and how a boy's best friend is his mother, but in the end has brought her around to agreeing to the present arrangement until she 'gets settled again.' But the most important thing Miss Baxter has done, and believe me it has taken time, is to stir up the community and make it a little ashamed of itself that this thing could have happened to a child right under its nose. I think that even the judge has seen a ray of light and as for the constable—he thinks he did it all himself. He says from now on Miss Baxter's his right hand man and maybe she can do something about those little girls who hang around the drug store every night and that he's always chasing home. And maybe she can."

"And couldn't you?"

"AS a social worker, yes. At least I'd know how to try. But as a county director with a staff of two, a case load that would stagger an elephant and paper work that would choke a horse, no. By the time I've coped with the imperative demands of my job, there aren't any hours left in the twenty-four. Even with the ADC cases, we can do precious little of what we're pleased to call preventive and constructive work. We try to see that the children are fed and clothed, and we know which mothers keep good homes and which don't. But except when you're up against an emergency we are not able to do very much more. I hate to admit it, but it's a fact that we know little about the children apart from their physical needs. How can we with our staff? Our Number One Problem is to find time enough to make contacts with the most obvious community agencies, the schools for example, and to get the simplest kinds of medical and dental care."

"But isn't the idea of the child welfare services to show the value of real case work and to bring the community along to demanding it for all the children? And isn't a case such as that of Bobbie Roth a pretty good demonstration?"

"Of course it is," Mrs. Tripp was as impatient as her native politeness would permit. "And I'm not quarreling with the idea. I'm only quarreling with the slowness of the process and with the county department's limitations in hastening it. I think that every one of our children who needs it—yes, and their mothers, too—should have the same kind of case work that Bobbie had; and I'll bet that seven out of ten of them would turn out just as good demonstrations to the community. We need more demonstrations and more Miss Baxters whose noses aren't held down to the grindstone of the case load and who can get out and stir around in the community. Our people aren't dumb. All they need is to be stirred up."

"What you want then is more staff to do more case work for the children and more work in the community."

"Yes, that's about it. But maybe I'd turn it around and put the community work first. If anyone should ask you, it's my private opinion that it's the community even more than the children that really needs a first class case work job. If the community were actively conscious of its responsibility and its capacity, perhaps the children would be less of a problem."

And with that conclusion Miss Bailey had no argument.

Since March 1933 "Miss Bailey" has been a SURVEY MIDMONTHLY *character, her close-in observations of social work in action a continuing feature.*

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Here in Washington . . By Rilla Schroeder

SUPPLEMENTING the President's suggestions as to "immediate improvement" of the social security program the Social Security Board in its fifth annual report, recently submitted to Congress, makes a strong plea for the extension of its protection to millions now excluded.

Congress, however, is not prepared to act hastily. Or rather it would be more accurate to say that the two committees involved, the House Ways and Means and Senate Finance, are not prepared. Individual members on both sides of the Capitol are deeply interested as fifty-five bills already introduced bear witness. Sooner or later, of course, the committees will be forced to act. If these were normal times it might be possible to avoid the issue or at least postpone it until next session. But there is the question of the men inducted into military service to be considered, and the problem of the workers diverted from peacetime employment to national defense industries. Their situation is too urgent to be ignored, and once the question is thrown open the voices of the millions otherwise involved will become too loud to be silenced.

Washington Press Photo
RILLA SCHROEDER

The bills already introduced do not include the measure now under preparation in the office of Senator Wagner of New York. This bill, it is expected, will be based on the recommendations of the Social Security Board and in a sense will be the Administration measure. It will be a general bill and include all angles of the problem. The majority of the existing measures deal with single problems. Twenty-two of the forty-five House measures, incidentally, apply chiefly to the old age and survivors' insurance program. None of them touch aid to dependent children.

IN MAKING ITS RECOMMENDATIONS FOR extension of the old age and survivors' insurance program the Board declares that it foresees no insurmountable administrative difficulties in bringing under coverage agriculture and domestic workers and employes of non-profit organizations. It also recommends the inclusion of federal, state, and local employment not now covered by other provisions for survivors' insurance and retirement benefits, and points out that a coordination of existing public retirement systems would be of advantage not only to public employes but to government agencies. Probably having in mind the objections raised last Congress to S.4269, the Board emphasizes that such inclusion would not mean doing away with existing state or local systems but would provide, rather, a basic protection which the state or local system would supplement. Inclusion is recommended, furthermore, for at least a part of the self-employed population.

IN DEALING WITH UNEMPLOYMENT compensation, the Board also suggests extension of coverage. Further, it believes that the federal unemployment tax, now levied on employers of eight or more persons, might well apply to employers of one or more.

For consideration as possible steps toward more adequate unemployment protection the Board suggests certain changes in state laws: that the waiting period be reduced to one week; that a minimum benefit of at least $5 a week be fixed; that the maximum weekly benefit, now fixed at $15 in most states, be increased; that the general weekly benefit rate of 50 percent of wages, be increased; that the duration of benefits be extended. In addition, the Board recommends payment of benefits for partial unemployment in states which now have no such provision.

THE BOARD FINDS TWO OF THE FINANcial provisions for the public assistance program inadequate and inequitable. The maximum amount of matching federal funds which may be used for monthly payments to recipients of aid to dependent children is less than the authorization for the two other assistance programs. The Board believes that the federal share of monthly payments for the first child aided in the home should be increased from the present maximum of $9 to at least $20. Further, under the present amended provisions of the act, grants to states for aid to the blind and aid to dependent children include half the costs found necessary by the Board for administrative purposes. For old age assistance, the provision for such costs remains that of the original legislation, that is, to the grant to each state for old age assistance, the Board adds 5 percent to meet the costs of administration. The Board believes that the purposes of the federal grant for old age assistance would be better served by a flexible provision for administrative costs like that of the two other programs.

In connection with the Board's comment on the inadequacy of the aid to dependent children grants it might be noted that, so far, no bills relating to this part of the program have been introduced.

Other recommendations of the Board include a suggestion that the public assistance laws be revised to supplant the equal-matching plan with some arrangement by which the size of the federal contribution could be related, at least in part, to the economic capacity of the state. Reference is made to the "one major risk to economic security for which there is as yet no provision in the social security program and only inadequate provisions under other legislation—the risk of medical costs and of wage loss during illness or during temporary or permanent disability." The Board feels that Congress should recognize the problems involved and include them in its consideration of the subject.

NATIONAL HEADQUARTERS OF THE SELECtive Service System has announced that physical examination of registrants to date have resulted in rejection of 32 percent as physically or mentally unfit for military service. Principal cause of rejection (17 percent) was defective teeth indicating, according to Colonel Leonard G. Rowntree, chief of the medical division, the need for special help in nutrition and dental care. Other major causes for rejection:

	By the Draft Boards percent	*By the Army* percent
Cardiovascular system	13	7
Musculo-skeletal defects	10	4
Eyes	9	13
Genitalia, including venereal	6	5
Mental and nervous	6	10
Ears, nose and throat	6	9
Hernia	5	6
Feet	4	6
Lungs	3	4

RADICAL CHANGES IN THE PROCEDURE OF federal agencies are proposed in the report of the President's Committee on Administrative Procedure, recently filed with the Attorney General. The committee was appointed two years ago to consider the problems which the vetoed Walter-Logan bill of the last Congress attempted to solve. Briefly the report recommends the establishment of an Office of Administrative Procedure, and within the agencies and departments the standardization and simplification of rules and regulations and the separation of the functions of prosecutor and judge. It opposes extension to the courts of power to review rulings as proposed in the Walter-Logan bill.

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The Common Welfare

Fair Labor Standards

BY unanimous decision in two historic cases, the Supreme Court of the United States last month upheld the Fair Labor Standards Act. The F. W. Darby Lumber Company (Georgia) had been charged with failure to pay the minimum 25-cent wage fixed by the law, to pay time and a half for overtime, and to keep wage and hour records. In the second case, the Opp Cotton Mills, Inc. (Alabama) challenged the law's provision for special industry committees, and specifically the order based on the report of such a committee, setting a minimum wage of 32½ cents an hour for all workers in the industry. Ten southern textile concerns joined the Opp Mills in the petition.

The opinion in the Darby case not only held the act constitutional, but overturned the decision of the Court which has stood for twenty-two years declaring unconstitutional the federal child labor law in force at that time. Mr. Justice Stone noted that the opinion in the earlier case, *Hammer v. Dagenhart,* was "by a bare majority of the Court over the powerful and now classic dissent of Mr. Justice Holmes," and stated:

> The conclusion is inescapable that *Hammer v. Dagenhart* was a departure from the principles which have prevailed in the interpretation of the commerce clause both before and since the decision and that such vitality, as a precedent, as it then had has long since been exhausted. It should be and now is overruled.

The National Child Labor Committee points out that the child labor provisions of the Fair Labor Standards Act apply only to children in interstate industries. They do not cover children under sixteen engaged in industrialized agriculture, in street trades, and in intrastate industry, or young people of sixteen and seventeen engaged in intrastate industry of a hazardous character. The committee "will devote its efforts toward extending legislation, both federal and state, to protect these remaining groups."

Schoolbooks Under Fire

TEXTBOOKS, frequently a storm center in schools and communities, are once more front page news. In December, the National Association of Manufacturers announced that it had undertaken an analysis of social science textbooks used throughout the country, and had employed Ralph West Robey, assistant professor of banking at Columbia University, to do the job. Mr. Robey, one of Governor Landon's economic advisers in 1936, and long an outspoken critic of "the socialism of the New Deal," tackled about 600 social science texts, 90 percent of those in use in the highschools. Last month, as the American Association of School Administrators met in convention in Atlantic City, Mr. Robey gave an interview to a *New York Times* reporter in which he declared himself convinced that "a substantial proportion" of these books tend to criticize the government of the United States, and "hold in derision or contempt the system of private enterprise." A few, he said, he found to be "downright communistic." Mr. Robey provided extracts from the books to substantiate his views.

The National Association of Manufacturers promptly issued a six-page statement dissociating itself from Mr. Robey's remarks. Schoolmen at Atlantic City, and members of the Progressive Education Association meeting simultaneously in Philadelphia, criticized Mr. Robey's conclusions and citations as "unfair and misleading." The American Committee for Democracy and Intellectual Freedom appointed a committee, headed by Wesley C. Mitchell, professor of economics at Columbia University, to examine the books attacked by Mr. Robey. The National Education Association also is forming an inquiry board. And as the N.A.M. offered for sale to educators and "interested citizens" the abstracts prepared by Mr. Robey, the case for the opposition was neatly summed up, not by an educator, but by Dorothy Thompson, who wrote in her column:

> The excerpts . . . do not seem to me to substantiate the implicit charge that the textbooks are "derogatory of the American form of government." They seem to me rather to indicate that there is still a free, inquiring, critical mind in this country and among its textbook writers. Certainly business practices come in for a good deal of criticism. Why shouldn't they? The question is not whether the textbooks criticize business, but whether their criticisms are well founded and well argued. . . . And with the world in a full state of revolution it is certainly necessary to inquire into the causes and raise the question of whether we use wealth, money, and credit as productively for society as we could.

Harbored from War

MORE than 5,000 European children who arrived in this country between June and November 1940 are scattered through forty-six states and the District of Columbia. The count has been made by the central register set up last summer by the U. S. Children's Bureau [see "When the Children Come," by Kathryn Close, *Survey Midmonthly,* October 1940] to collect data on every child who entered the country alone or accompanied by only one parent. Children with one parent have been included, because experience has shown that financial problems are likely to arise in these cases. About half the children registered were so accompanied. Of the others, approximately 800 are now under the supervision of child caring agencies responsible to the U. S. Committee for the Care of European Children. Since the British government terminated its overseas evacuation program last fall, only twenty-three children have come to the committee—all continental children sent from Lisbon. The twenty-two persons still on the committee's staff, which formerly numbered more than a hundred, are at present occupied with replacements of those few children whose adjustments were unsatisfactory, and in maintaining contact with the supervising agencies.

In the meantime intra-Britain evacuation programs continue, apparently with more ease than in the early days of the war. Though still not compulsory, except for children "suffering in mind or body" or "likely to suffer" mentally, evacuation from the cities on a voluntary basis is being strongly urged by the government. A committee appointed by the Minister of Health to study the situation of 1,500,000 evacués in seventeen counties, after pointing out the contrasts between country-bred hosts and city-bred guests

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which "should have doomed this great migration to failure," recently reported: "We are surprised to find that in the great majority of cases it is succeeding." The committee found, however, that the evacuation of children under the supervision of their teachers and social workers tended to be more successful than when they were accompanied by their mothers. To alleviate the strain on both mothers and hosts, the report recommends the establishment of mothers' clubs, nurseries, recreation and sewing groups, and communal feeding centers, bath houses and laundry facilities.

One method of caring for children sent away from the cities without their parents is the use of children's educational camps. Forty of these, established by the National Camps Corporation, are now in operation, each accommodating approximately 250 children. Besides providing the children with continued schooling, the camps are attempting to stimulate an interest in rural life and to develop a taste for personal neatness. Parents are asked to pay only a fraction of the expenses.

"Urgently Required"

RECOMMENDATIONS for "urgently required" simplification and revision of the present system of administering public relief and assistance were adopted by the Council of State Governments at its recent general assembly. The recommendations, framed by the council's Committee on Relief after five regional conferences with state legislators and public officials, are aimed at providing "better service for the needy, more efficient administration, substantial savings to both the state and federal governments."

The council proposes that direct relief be added as a category to the federal social security program; that relief of migrants be handled by the states as a part of their general relief program ("the question of uniform state settlement laws should be dealt with at the earliest possible moment"); that all work relief should be operated by the states "as a part of their general shared relief program." In the matter of federal reimbursement the council holds that the same rate should be applied to each "shared program of public assistance within a state," but that the rate should vary among the states from a minimum of 50 percent to a maximum of 75 percent in consideration of such factors as volume of unemployment, cost of living, and per capita income. "All administration costs of state and local welfare agencies operating the shared programs should be reimbursed by the federal government at the same rate as applies to other reimbursements."

Out in the Open

REPEATED whisperings of "communist domination" in New York City's Department of Welfare and of "communist influence" in Local 1, State, County and Municipal Workers of America, CIO, to which many department employes belong, have recently had a court airing, which is being followed by a searching inquiry into communist activities in the department by William B. Herlands, the city's commissioner of investigation. The court case was brought by Doris Stahl, a dismissed investigator, who demanded reinstatement and back pay on the ground that she had been forced out because of her resistance to communist and union activities in district relief offices. Various witnesses, former employes of the department, supported her charges. Commissioner William Hodson, chief defense witness, warned against confusing the issues of communism and unionism, and categorically denied domination or undue influence by either in his department. Miss Stahl's dismissal was due, he said, to the "inadequate quantity and quality of her work." It had been sustained by the department's director of staff relations and by its citizens' hearing board. The court's decision has not yet been rendered.

Meantime it became known that Mr. Hodson had requested Mr. Herlands to make a "full and impartial inquiry" into communist activity in the department. Opposition to the inquiry, expressed in resolutions adopted by the executive committee of the union, Local 1, SCMWA, brought prompt response from Mr. Hodson. In an open letter to Sam Sorkin, manager of the local, he held that:

> Charges against the department should be investigated, whether we believe them to be true or whether we like the people who make them. . . . An investigation of the question (of communist domination) by an independent department of the city government, which has no axe to grind and which can be entirely objective, seems to me to be the best way to approach the problem. . . . This is a time when every employe of the Department of Welfare and every organization within that department should be practical and realistic. Wisdom and restraint are essential in every aspect of our common life, and we do not want to lose any of our progressive gains through failure to understand public attitudes and reactions. . . . The inquiry will go on as planned.

We, the People

SOME current theories about the population of the United States are confirmed by preliminary 1940 data given out by the Bureau of the Census; some are completely overturned.

Thus, contrary to the general view, recent years have seen no "flight from the farm." The urban population of the United States now forms 56.5 percent of the total population, as compared with 56.2 percent in 1930. The growth of urban population was much slower in the decade just ended than it was in the preceding ten years—7.9 percent as compared with 27.3; while the rural population increased by 6.4 percent in 1930-40, as compared with 4.4 percent between 1920 and 1930.

As a people, we are growing older. The median age of the population increased from 26.4 years in 1930 to 28.9 years in 1940. The new census figures show that persons sixty-five years of age and older numbered 8,956,000 in 1940, an increase of 35 percent over the number in this age group in 1930.

If present birth and death rates continue, the population will fail to maintain its numbers by approximately 4 percent per generation. There is one significant exception. While the continuation of present rates would mean a decrease in the white population of the country (including the Mexicans) of about 5 percent per generation, the nonwhite population would increase at the rate of about 7 percent per generation.

The average family unit in the United States in 1940 was 3.8 persons, as compared with 4.1 in 1930. The 1940 range among the states was from 3.2 in Washington, Oregon, and California to 4.5 in North Carolina. Twelve other states, nine of them in the South, had averages of four or more persons, while no state outside the Far West showed an average less than 3.5.

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The Social Front

Among the States

WELFARE and education received little notice from the forty-two governors who have delivered messages to state legislatures this year. Defense, economy, and "no new taxes" were the hue and cry with only one still, small voice coming in to suggest that maybe now, while there is still some possibility of raising revenue, would be the time to get money for fundamental state responsibilities. The suggestion came from Governor Lee O'Daniel of Texas who asked for a 1.6 percent transaction tax to raise funds for the public assistances. Other governors who wished to increase assistance grants were more vague as to where the money would come from. Nine asked for increases in old age assistance benefits; five for increased aid to dependent children. In California the governor asked for work relief in place of direct relief, training programs for the unemployed, and compulsory health insurance. Work relief also concerned the governor of Pennsylvania who asked for measures to extend the State Relief Work Program. In both Ohio and Nebraska the governors stressed the need for integration of the various relief programs within the counties.

Settling—The turbulent seas through which the Illinois Department of Public Welfare has been passing during the past year, at last are calming down. The death of Democratic Governor Henry Horner on October 6, 1940, the brief occupation of the Governor's Mansion by former Lieut.-Governor John Stelle, and the election of Republican Dwight H. Green in the fall of 1940, caused even more of a shake-up in administrative personnel than usually accompanies a shift in party control. The storms began when a number of staff changes, generally recognized as temporary, were made by Governor Stelle. But with the inauguration of Governor Green on January 10, 1941, the affairs of the department began to settle on an even keel.

Many of the welfare officials who served under the last Republican administration are now back in office. Rodney H. Brandon has been returned to his former post as director of the welfare department replacing Charles E. Day, appointed by Governor Stelle after the resignation of A. L. Bowen. John C. Weigel, who has outserved several governors and occupied several important positions, is now administrative assistant to Mr. Brandon. Colonel Frank D. Whipp is superintendent of prisons; Mary L. Silvis, assistant director; Ben L. Berve the new fiscal supervisor. In appointing George B. McKibbin, Chicago attorney, as new director of state finance, Governor Green won the confidence of many Chicago social workers. Mr. McKibbin, long a loyal supporter of many good causes, is a past president and member of the board of directors of the YMCA, and a member of the board of the Council of Social Agencies.

1941 Model—Streamlining is in store for Utah's public welfare program if the new governor has his way in putting through a reorganization of the entire state governmental structure. The proposal is to coordinate all departments under some sixteen, three-man, full time salaried commissions. Under the plan three welfare commissioners would direct four departments of welfare: general relief, the public assistance categories, institutions, the Juvenile Court. The program would be administered and financed completely by the state. At present the state has an integrated public welfare program locally administered under state supervision, the counties paying 15 percent of the cost. Opponents of the plan express the fear that the separation of the administration of general relief from the categorical aids would open the former to the political spoils system. They also frown on the elimination of county participation. Others, however, believe that strong state supervision is the proposal's best feature, as under the present system many of the county administrative boards are poorly informed and hamper the administration of the program.

Much Ado—Flotsam and jetsam of the political storms which have been raging over California's public welfare set-up for the past year are fifty bills awaiting the disposition of the state legislature which has reconvened this month after a thirty-day recess. Though all would directly affect the State Relief Administration, the State Department of Social Welfare, or both, their provisions and purposes are varied and contradictory. They would liberalize relief standards, they would place further restrictions upon relief; they would vest more authority in the state, they would shear the state of most of its present authority; they would replace cash relief with relief in kind, they would increase allowances for resources. Though most of these bills are expected to die in committee, competent observers look forward to a good fight over at least two of them. The first, introduced last spring after investigation of the SRA by the Yorty or "little Dies" Committee, would return the administration of relief to the counties with no state supervision, though the state would be responsible for two thirds of the expenses. This bill, which has received widespread publicity, would raise the present three-year residence requirement to five years. The second, which has received practically no publicity, is regarded by social workers to be much fairer in essence. It would transfer the SRA to the State Department of Social Welfare as a division of that department, and would provide for state administration of relief to begin with, but for later transfer to the counties under strong state supervision.

Asked For—Eight specific recommendations for amending the Public Assistance Law and two "subjects meriting careful consideration" were submitted to the Pennsylvania legislature last month by the State Department of Public Assistance. First among the recommendations was a request for the repeal of the Eccles act requiring the issuance of milk orders to relief families. [See *Survey Midmonthly*, September 1939, page 286 and May 1940, page 177.] The recommendation was accompanied by copies of resolutions from thirty-three county assistance boards urging revision or repeal of the act. Other recommendations asked for enabling legislation to facilitate the extension of the Federal Food Stamp Plan; elimination of the requirement of two years continuous residence in addition to legal settlement for relief eligibility; safeguards to restrict the use of information concerning assistance recipients, to comply with requirements of the federal Social Security Board; legislation to facilitate the revival of liens against recipients' property; a deadline for the presentation of claims against the old Emergency Relief Board. Presented for "careful consideration" were minor changes for strengthening the State Relief Work Program [see *Survey Midmonthly*, July 1939, page 220], and suggestions for modification of the responsibility of grandparents and grandchildren under the Support Law.

One More Problem—Adjustment of two major provisions has finally brought the blessings of the Social Security Board to the state of Washington's old age assistance plan, provided for under the famous Initiative 141 [see *Survey Midmonthly*, December 1940, page 366; January 1941, page 22]. One change allows a beneficiary to own an automobile, home, or other property only if the up-

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keep is paid for by relatives or friends. The other, concerning appeals, prohibits the court from fixing the amount of a grant, permitting it only to determine whether or not the state acted justly. Now the state's one problem in getting on with the program is the raising of $36,640,000 estimated as its requirements for the biennium.

The Eternal Question—Many and varied are the proposals for financing public welfare programs now before state legislatures. In Arkansas, where the old age assistance coffers are almost empty, a proposal to use part of the $400,000 in an idle sanatorium building fund is receiving strong opposition from a lobby of "friends of the schools." . . . In Montana legalized and licensed gambling has been proposed by one faction as a means of financing OAA, while another, wishing to establish $40-a-month "pensions," has suggested a 2 percent sales tax. . . . In Oregon some members of the legislature are attempting to levy an 8 percent tax on public utility services. . . . In New York the City of New York has asked the state for permission to divert its $14,000,000 surplus relief funds, raised through a city sales tax, to other welfare services including veterans' relief, old age assistance, aid to dependent children, aid to the blind, child welfare services, and aid to private welfare institutions.

Youth

A PROGRAM for meeting the present needs of American youth is outlined in the recommendations of the American Youth Commission, recently released in pamphlet form under the title "Next Steps in National Policy for Youth." For young men in the training camps, the commission recommends opportunities for informal education; "adequate facilities for quiet study and reading"; and for those who need it, "a special program of vocational training which they can enter immediately upon leaving military camp." For youth not called up for training, the commission recommends a nationwide health program "on a scale never before attempted in this country"; community recreation and leisure time programs; better schooling through federal aid to education; a continuing public work and training program. The commission urges the reorganization and expansion of CCC and NYA, and underscores the importance of such opportunities "in preparation for regular private employment." The young people particularly in need of this bridge between school and job the commission finds to be those "who have benefited little from school training, whose home backgrounds have provided little discipline or work experience, who have not attained a high level of physical fitness, and whose general competence and employability are low." Available on request to the commission, 744 Jackson Place, Washington, D. C.

Community Experience—Wayne University, Detroit, Mich., is requiring all students majoring in education to spend 100 hours of unpaid work in various agencies working with groups of children under sixteen years of age. The university believes that these volunteer workers will gain a better understanding of children outside the classroom, and through acquaintance with home conditions get a picture of non-school influences on the lives of children. Many of the agencies feel that the plan provides an excellent basis for closer working relationships between the schools and other community organizations dealing with children. About one thousand Wayne students a year will have this community experience.

High School Interests—A study of the interests and activities of 2,587 high-school girls in Omaha, Neb., made by T. Earl Sullenger and Lorna Borman of the Municipal University of Omaha, brings together revealing firsthand material on the much discussed youth of today. Among these Omaha girls, reading and sports are the favorite free time activities; the girls prefer their mothers' "women magazines" to publications designed for young people; they prefer "comic" movies to dramatic or educational films; mystery books are their favorite recreational reading, with "general fiction" only a fraction of a percent behind; English is the favorite school subject; highschool girls have a wide range of hobbies with "collections" of various types the most popular.

"Comics"—In an attempt to provide a wholesome substitute for cheap and lurid "comic" magazines, millions of which are pored over by American children each week, the publishers of *Parents' Magazine* have launched *True Comics*. The new publication keeps the pulp paper, lurid colors, and comic strip technique of the sex-horror magazines. The difference is in the subject matter. *True Comics* seeks to dramatize heroes of history and science, and combine "thrills" with accurate information. The first issue includes picture-stories of Winston Churchill, air warfare, George Rogers Clark, the discovery of the cause of yellow fever, the first naval submarine, the battle of Marathon, Simon Bolivar.

NYA—Enrollment in the NYA out-of-school work program is reaching new highs with the expansion of the program to help prepare young people for jobs in defense industry. In the week ending February 8, 1941, the program employed 485,583 youths, and about an equal number of young people had been certified as eligible for NYA employment and were awaiting assignment. Of those holding NYA out-of-school project jobs that week, 37,084 were in resident projects; 166,360 were engaged in non-resident production work; 133,506 on construction projects; and 146,633 on professional and clerical projects. These figures represent a marked shift in emphasis to mechanical and production work, as compared with NYA employment a year ago. The increase in mechanical and production work projects was made possible by a national defense appropriation to NYA in October 1940.

Education

AN increase in the number of "cases" involving questions of academic freedom and tenure is shown in the report of the standing committee of the American Association of University Professors published in the February *Bulletin* of the organization. During 1940, 108 of these "cases" were dealt with by the committee, as compared with 104, 94, 58, and 48 respectively in the four preceding years. The committee is careful to point out that "the growth of the membership of the association and the extension of its activity in recent years to include institutions of types not hitherto within the range of its consideration explain in part the expansion of the work of the committee; it does not necessarily follow from these figures, therefore, that conditions in our institutions of higher learning are growing worse instead of better as regards freedom of tenure." Of the 1940 cases, 16 were withdrawn, 14 were rejected or found to require no investigations; in 6, statements were published or planned without visits; in 18, visits were made or planned; in 18, adjustments were made or were being sought at the time the report was prepared; in 27, the procedure had not been determined. The report includes a warning against intolerance, irresponsible charges of "subversive activity," and hasty or ill considered action, pointing out that "responsible members of our profession ought to be more aware than others of our precious heritage of liberty and of our consequent obligation to tolerate opinions different from our own."

Religious Training—The first New York City week-day religious classes under the law permitting pupils to be released from the public schools one hour weekly for such training were organized last month. The classes are being held in sixty-seven churches and religious centers cooperating with the Greater New York Interfaith Committee. Only about 3,000 children, of the more than 500,000

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enrolled in the elementary schools, presented the required application blanks signed by their parents, and were excused for the religious classes. Religious instruction is being provided in four groupings: interdenominational, Protestant, Jewish, and Roman Catholic.

Other cities are experimenting with religious training during school hours. In New York State, 193 communities are holding such classes under the Coudert-McLaughlin law. St. Louis, Mo., embarked on such a plan in 1939, allowing credit on the highschool level for instruction given by teachers and at places decided by the parent. The credit feature was soon abandoned as impractical. Pittsburgh recently launched a plan which permits credit on the basis of a three-fold attendance record: at church, at Sunday School, and at the week-day religious classes. The U. S. Office of Education is making a study of week-day religious instruction on "released time" throughout the country, and the legislation under which it is carried on.

Vocational Schools—Vocational school training for defense industries is well ahead of schedule, according to reports from all the states to the U. S. Office of Education. It was planned to train 700,000 workers for defense industries by June 30, 1941. These reports indicate that about 1,000,000 persons will have been trained by that date. More than 800 of the 900 cities with vocational trade and industrial schools are making their facilities available for defense training. More than 300 cities have put their vocational schools on twenty-four-hour, six-day-week schedules. Enrollments in the regular vocational education program are highest in history, totaling about 2,000,000. A good deal of this training is directly useful in meeting the needs of defense industries for skilled workers.

Yearbooks—Mental health in the classroom is the subject of the thirteenth yearbook of the department of supervisors and directors of instruction of the National Education Association. (304 pp. Price $2 from the association, 1201 Sixteenth Street N.W., Washington, D. C.) The book emphasizes the growth and development of normal children, and is designed especially "for persons who are responsible for guiding children and young people in their normal relationships to the home, the school, and the community." The thirteen chapters are grouped in three sections: The Basis of Mental Health; Living and Growing in Wholesome Schools; Mental Health and Teacher Growth. The yearbook committee was headed by Paul Witty of the School of Education, Northwestern University.

The eleventh yearbook of the National Council for the Social Studies of the N.E.A., edited by Harold F. Clark of Teachers College, Columbia University, is entitled "Economic Education." Thirteen authors contribute discussions of various phases of the subject, including a survey of material now taught, the consumer approach to economics, economics in the functional curriculum, field work in the study of economics. 167 pp. Price $2 paper; $2.30, cloth, from the association.

Adult Education—The sixteenth annual meeting of the American Association for Adult Education will be held May 12, 13, and 14 at the Thayer Hotel, West Point, N. Y. Outstanding conference topics are: adult education and defense; present and future program of the association; future role of adult education in the national emergency.

The Town Hall, 123 West 43 Street, New York, announces a three-day national conference of forum and discussion leaders to be held in New York City May 7 to 9, to be followed by a leadership school, May 12 to 30, offering "an intensive course in the techniques that have been found most successful in adult education, together with reorientation in subject matter considered essential for adult education leaders." Both conference and school will be directed by Dr. and Mrs. Harry A. Overstreet.

Against Crime

A STRONG plea to kill two birds with one stone by using prison labor on defense projects heads the list of twenty recommendations presented to the state legislature by the Prison Association of New York. Pointing to the demand for skilled labor in the defense program and to the wasted "talent and ability" which at present is employed on "made work" within the prisons, the association urges the legislature "to explore the full possibilities of the use of prison labor" for aiding defense. In another recommendation concerning prison labor, "the great contemporary problem of prison administration," it asks that funds be made available for the employment of prisoners on highway construction.

In line with the resolution adopted by the American Prison Congress last fall [see *Survey Midmonthly,* November 1940, page 332] the New York association urges modification of the law forbidding parole for prisoners who have no jobs waiting for them, to permit the State Board of Parole "discretion in the releasing of a prisoner when it is felt that . . . he might be able to secure employment." Commenting on the reasons behind this recommendation, the association points to the fact that about 600 men and 250 boys eligible for parole except for the employment requirement are being held in the state prisons and reformatory at a public annual cost of from $450 to $800 each. Another recommendation emphasized by long comment is one urging "study and consideration" of the American Law Institute's proposed Youth Correction Authority Act [see "Youth Justice," by Curtis Bok, *Survey Graphic,* June 1940, and "Treating Youth Crime," by Charles L. Chute, *Survey Midmonthly,* October 1940] with which the association has been closely identified.

The association also recommends the development of a comprehensive classification program under the State Department of Correction; legislation to eliminate the use of "third degree" methods; the extension of the jurisdiction of the State Civil Service Commission to employes of county penitentiaries; the transfer of the administrative control of these institutions to the state; the extension of the authority of the State Division of Parole to penal institutions and training schools not now under its jurisdiction.

Probation Analysis—Persons on probation in New York State during 1939 numbered nearly 2,000 more than the total population of all the correctional institutions, according to statistics of the State Probation Commission. Each probationer cost the public about $60 per year as compared to the $569 cost of each prison or reformatory inmate, $568 for the penitentiary inmate, $754 for the jail inmate, and $861 for the child in a training school. Of the 20,260 persons placed on probation during the year, 5,506 were children and 14,754 were adults. In all but 20 percent of the cases preliminary investigations were made before probation was granted. Of the adults, 90 percent had been convicted of misdemeanors, the most frequent offenses being non-support, petit larceny, and disorderly conduct. Burglary and grand larceny were the principal offenses of the 10 percent who had committed felonies. Of the children, 76 percent were delinquent and 24 percent neglected. Stealing was the principal symptom of delinquency; next came ungovernable conduct, sex offenses, truancy, and acts of carelessness or mischief.

Prison Education—That most prisons and correctional institutions in the United States now employ educational devices as aids to rehabilitation is indicated by the findings of a survey of 136 federal and state institutions recently made by the American Prison Association's committee on education. Of these, 123 were found to include various types of educational training in their regular procedure, each using at least 75 percent of the educational training facilities which the measuring rod for the survey comprised. Most common institution educational facility is the circulating library, found in 91 percent of the 123. Next most frequently occurring are the

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vocational training shops and offices, maintained by 82 percent of the reporting institutions. Among their other educational devices were: recreational programs used by at least half the inmates, 75 percent; part time schools, 71 percent; full time educational officers, 68 percent; teaching aids such as motion pictures, radios, lectures, 67 percent; inmate teachers, 60 percent; inmate edited journals or newspapers, 59 percent; correspondence study courses from established schools, 59 percent; educational classes enrolling at least half the inmates, 40 percent; full time day schools, 38 percent; teacher training classes for inmates, 31 percent. In releasing the findings of the survey the prison association emphasized the fact that they reflect "the extent, not the effectiveness" of prison educational programs. However, added the association's spokesman, they are evidence of "the growing appreciation of the value of education in penal and correctional institutions."

Development—Within the past two years ten new federal penal and correctional institutions have been built and additions made to ten others, all a part of a tremendous expansion and diversification program of the federal penal system begun ten years ago. Recent progress in the program is described in the 1940 annual report of the Federal Bureau of Prisons, which points out that the new constructions not only assure more individualized treatment for the 7,000 prisoners they house, but also indirectly benefit 10,000 others, by relieving overcrowded conditions in the old buildings. Overcrowding, however, is not entirely a thing of the past as the population of all the federal institutions together is still 20 percent beyond their normal capacity.

Along with its program of physical expansion, the bureau has been introducing into the federal penal system a new method for strengthening the individual treatment programs of larger institutions. This involves the appointment of associate wardens in charge of individual treatment whose duties are to coordinate all activities involving diagnosis, classification, treatment, training, and preparation for release. The plan, already in operation at the reformatory at Chillicothe, Ohio, and at the penitentiary at Atlanta, Ga., puts individual treatment on a par with routine mass activities within the prison.

A "Must"—The 1940 yearbook of the National Probation Association carries the title "Dealing With Delinquency" (341 pp. Price, paper bound, $1.25; cloth $1.75; from the association, 1790 Broadway, New York). As in other years the lion's share of the volume is given up to a compilation of the most significant of the papers presented at the association's annual meeting, the rest to reviews of current legislation on probation, parole, and juvenile courts, and of the work of the WPA during the year. Twenty-one of the papers given at the Grand Rapids meeting are included. They discuss both adult and juvenile delinquency with emphasis on treatment in both its community and its individual aspects. Here will be found an authoritative statement of the American Law Institute's proposed Youth Correction Authority Act [see page 91] together with provocative questions which the proposal has raised. Since discussion of the proposal promises to wax and not wane, this feature alone should put the yearbook on the shelf of reference "musts."

The Public's Health

ANOTHER phase in the battle between the government and organized medicine [see *Survey Midmonthly*, January 1939, page 16; August 1939, page 247; April 1940, page 135] opened last month with the beginning of a trial in the District of Columbia Federal Court more than two years after the Grand Jury handed down indictments against the American Medical Association, the Medical Society of the District of Columbia, the Washington Academy of Surgery, the Harris County (Texas) Medical Society, and twenty-one individual physicians and surgeons for violating the Sherman Anti-Trust Act. The trial is taking place before the same judge who once dismissed the indictments on the ground that the practice of medicine was not a "trade" within the meaning of the act. An appeal from this decision brought about the Supreme Court's first refusal to review, but when the case was taken to the Appellate Court the lower court's decision was reversed. A second appeal to the Supreme Court resulted in another refusal and sent the case back to the original court for trial. The government's arguments are centering around the defendants' actions in impeding the activities of Washington's Group Health Association [see "Medicine and Monopoly" by William Hard, *Survey Graphic*, December 1938, and *Survey Midmonthly*, January 1939, page 19], while the defendants are attempting to justify their actions by discrediting the GHA and medical cooperatives in general. Because of the mass of documentary evidence prepared by both sides, the trial at first was expected to last for two or three months. However, the judge's ruling that the methods of launching the GHA in 1937 have no bearing on the case, is expected to shorten the duration considerably.

Chicago Clinics—People who can afford to pay a doctor are not "chiseling" on the physicians of Chicago, according to a survey recently completed by the clinic section of the Council of Social Agencies of that city. Careful study of the "economic status" of 4,502 patients admitted to sixteen free clinics during the month of January 1939, brought to light the facts that 45.9 percent of these patients were on relief and that only 3.9 percent of the whole number had incomes in excess of the standard budget for dependent families. Practically all of these were admitted because extensive and expensive care was needed.

The sixteen private clinics cooperating in this study have more than doubled their intake in the past ten years, and have multiplied their free services by four. Cook County Hospital has greatly improved its clinic service in the past year, but Chicago's public and private facilities for the care of ambulatory illness are still strained to capacity. The study was undertaken to make sure that no relief from this situation could be found in intake policies. The findings indicated that Chicago's clinics "followed the budgetary standards with remarkable uniformity in determining eligibility for clinic care."

Mental Care—The doors to complete state care of mental patients in Pennsylvania were opened recently by an opinion of the State Supreme Court which reversed a decision of a lower court declaring unconstitutional an act of 1938 authorizing the state to take over all the county mental hospitals. No sooner was the opinion announced than the Public Charities Association, long an advocate of state care, launched a campaign to put the law into effect, an undertaking that will cost the state approximately $11,400,000. While asking the present legislature to appropriate these funds, the PCA is urging the state to take over immediately the institutions in the Pittsburgh area, where care is particularly inadequate. Prior to the enactment of the law, the care of the mentally ill in Pennsylvania was distributed among thirteen county institutions. Only one of these, Byberry near Philadelphia, was taken over by the state before the legal entanglements began.

Safe for Babies—However dangerous life in Chicago may be for adults, it is still the safest large city in the world in which to be born. Infant and maternal deathrates dropped to a new low in 1940, with only 29 deaths per 1,000 live births among all infants less than one year old and a maternal deathrate of 2.4.

Against Tb.—An annual X-ray examination of the chest for each of its members is the goal set by the Civic Medical Center, group health organization in Chicago. In an effort to reach this goal, the association recently has written its members to point out the advantages of early diagnosis and to urge that they

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make prompt appointments for examinations for every member of the family included in the plan. . . . Public and private organizations in New York State have this year begun an intensive campaign to "wipe out tuberculosis in up-state New York by 1960." Among the participating agencies which are coordinating plans to facilitate case finding and bring about effective care are the State Departments of Health, Social Welfare, and Mental Hygiene, the Medical Society of the State of New York, the Metropolitan Life Insurance Company, and the State Charities Aid Association. That the goal is not too visionary is indicated by the recent announcement that in 1940 resident deaths from tuberculosis in up-state New York reached only 2,200, the lowest figure in the state's history—a rate of 36 per 100,000 population.

Blood Banks—Prompted by the success of its blood for Britain program, the American Red Cross has completed plans for a national defense blood plasma reservoir to be placed at the disposal of the army and navy for use in times of emergency. The project will be undertaken in cooperation with the division of medical science of the National Research Council, which will handle its technical aspects. The blood is to be collected from voluntary donors in a number of large cities and sent to a central depot where it will be processed as liquid and dry plasma. New York has been chosen as the first city to participate because of the recent experience of its local Red Cross chapter in recruiting 17,000 donors to give blood to Great Britain. The program for Britain was terminated last month, following notification from British authorities that a project had been set up in England to meet British needs. . . . The Blood Preservation Laboratory established a little over a year ago in the San Francisco Hospital has made it possible for the hospital to give 170 transfusions a month as compared to the previous 40 a month maximum. It also saves the San Francisco Department of Health the $25 per donor formerly paid when donors had to be found in a hurry. It is now possible for relatives and friends of the patient to give blood to replenish the supply taken from the bank.

Innovation—The assumption of full responsibility by a public health department for a psychiatric clinic has had its first occurrence on Long Island, N. Y., where the Suffolk County Department of Health last month formed a mental hygiene clinic. The clinic, which is to be under the direct guidance of the department, will function as a consulting service for the Children's Court, the Board of Child Welfare, the Welfare Department, and other county agencies dealing with children. Its staff will include a director, three social workers, and a stenographer. The County Board of Supervisors recently appropriated $17,500 to establish the clinic after a promotional campaign undertaken by the local League of Women Voters and interested persons.

WPA and Relief

HEEDING predictions of a post-defense period of unemployment and depression, the Works Projects Administration last month established a new unit to prepare a "reservoir of projects" against that contingency. The unit will plan all types of useful public projects which might be placed in operation upon short notice. It is hoped that such projects may serve as shock absorbers to changes in employment conditions and tend to stabilize economic conditions. National director of the new unit is Frank A. March, formerly director of the WPA's project control division.

Paradox—In New York last month only a few weeks after the mayor requested the state legislature to permit city work relief programs for the 66,000 employable relief recipients "for whom no WPA jobs are available," came an announcement of reduction in the city's WPA quota because of difficulties in filling vacancies from home relief rolls. Because of the present high rate of placement in private industry the WPA reduction, which brings the March quota to 89,000 as compared to February's 100,000, involves no lay-offs other than those required by the "eighteen months' clause." During January and February more than twice as many workers left the rolls than in the same period last year. Mayor La Guardia blames the restrictions on the type of person acceptable to WPA for its inability to find workers in an abundance of unemployed. New York's 66,000 "available employables" consist of 25,000 aliens, barred by Congress from WPA; 22,000 women; 19,000 men unable to do heavy work.

Illinois Studies—Prompted by the realization that average relief grants are misleading in comparisons of relief levels, the Illinois Emergency Relief Commission has devised a new measuring rod for comparing relief in the various localities within the state. Instead of employing the usual method of dividing total expenditures by the total number of cases—including small families, large families, and partially self-supporting families—the commission has based a recent comparison on the amount of relief available during one month to a wholly dependent family of four needing no "extras." The statistics gathered from the 152 major relief units in the state show total relief available to such a family, budgeted relief, relief in kind including clothing and surplus commodities. They are a clear indication of the discrepancies possible under a policy of local responsibility, the variations in total relief running from $87.94 in one community to $14.18 in another; in budgeted relief from $63.08 in one community to $8 in another. . . . The sixth in the IERC's releases on its study of the needs, resources, and social characteristics of Illinois relief families [see *Survey Midmonthly*, November 1940, page 336 and January 1941, page 22] is confined to a study of Chicago families. The tabulations show that at the time of the review (1939) only 44 percent of the cases were considered employable. Fifty percent of the unemployable cases were Negro families, as compared to Negro cases in the total case load of 45 percent.

Harvest—Recent reports from both coasts indicate that the WPA vocational training program already is bearing fruit. In Los Angeles 90 percent of the workers who have graduated from the training classes have found jobs in private industry, some of them at wages as high as $350 a month. In New York the program has become so popular that it has become necessary to establish night shifts. One session with 180 trainees beginning at 10:30 P. M. winds up at 5 o'clock in the morning. More than 4,000 WPA workers in Illinois have been assigned to vocational training and national defense industries projects.

On the Fire—The old controversy over whether relief should be administered from the business man's or case worker's point of view has flared up in the state of Pennsylvania and in Westchester County, N. Y., two areas whose relief administrations have recently been submitted to the inevitable "special committee" investigations. Though Pennsylvania's centralized Department of Public Assistance can now point to the lowest case load in its history, a thick report issued by the Joint State Government Committee of the General Assembly charges that the rolls contain an excessive number of "chiselers," blames this situation on the fact that the administration is based on a "case work philosophy." Proud of its own investigators for turning up facts which had escaped the department's visitors in 17 percent of 777 cases, the committee points out that they all have had "business experience" though many of them would be ineligible for the department's civil service examination. Says the report: "The committee contends . . . that examinations should not be 'social service' in structure." The report fails to attribute any significance to the fact that the 777 cases did not represent a random sample, most of them having been chosen from letters of complaint. Though the report contains no specific recommendations it

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strongly suggests that all would be well should the administration of relief be turned back to the counties. Not particularly impressed, newspapers throughout the state are asking how the removal of state supervision can serve to clear up irregularities and inefficiencies occurring within the county boards.

In Westchester County, N. Y., similar charges made by the county Board of Supervisors will result in a "study" by the state. The committee on welfare of the Board of Supervisors recently maintained that 35 percent of the relief cases had been handled in a slipshod manner. "Too much emphasis," said the committee, had been placed on "efforts to achieve social readjustments." Though the local welfare department recently has received nationwide notice in its attempts to send "relief floaters" back to their place of origin [see *Survey Midmonthly*, August 1940, page 241], the committee has found it too lenient in this respect — "the department's decision should not be influenced . . . by lack of relief facilities in other states." Acting on the request of the county executive, who is unwilling to accept the supervisors' charges, the State Commissioner of Social Welfare has appointed a three-man committee to conduct a complete "study and appraisal of the county's relief set-up."

In Print—A glimpse of some of the accomplishments of a program which provided work for 7,800,000 different individuals in the first five years of its existence is available in "Report on Progress of the WPA Program," 1940 annual report of the Works Projects Administration. Illustrated with well-chosen photographs, spot-maps, and statistical charts, the report contains a summary of the year's activities and special sections containing detailed accounts of national defense projects.

Concerning Children

A SELF-APPRAISAL recently completed by the Judge Baker Guidance Center in Boston furnishes believers in the values and principles of child guidance with something tangible to which to attach their faith. The appraisal took the form of a study of the adjustments of 400 cases, five to eight years after treatment. So "surprising" were the results, showing that 81 percent had adjusted favorably, that the clinic authorities made a point of checking and rechecking the data. Realizing the difficulties of drawing conclusions from any study based on a unit as complex as the human being, they do not present the findings as proof of the effectiveness of their treatment, but offer them as significant sign posts to guide the planning of future work.

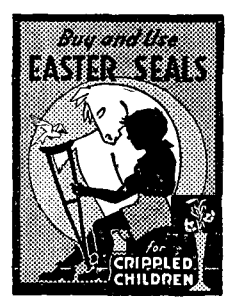
For the purposes of the study the cases were typed as personality and behavior problems, non-court delinquents, court delinquents; the after-careers were graded into twelve groupings running from "unexpectedly rapid response" to "great failure," the first eight classed as "favorable," the last four as "unfavorable." The findings show that 91 percent of the adjustments of those with personality and behavior problems were favorable; 70 percent of the adjustments of both the non-court delinquents and the court delinquents were favorable. Further breakdown and classification indicate that the least success came from treatment of those cases diagnosed as abnormal personalities, including "psychopathic personality," constitutional inferior personality, brain damage, unclassified abnormal personality. On the other hand, the adjustments in cases diagnosed as having definite psychotic symptoms, not psychotic but showing some psychotic characteristics, peculiar personality, extremely neurotic, were largely successful.

A report and interpretation of the study are available in a booklet, "Treatment and What Happened Afterward," by William Healy and Augusta F. Bronner, Judge Baker Guidance Center, 38½ Beacon Street, Boston, price 60 cents.

Child Welfare Services — More than 43,000 children in some 500 counties throughout the United States received service during one month in 1938 from workers paid in whole or part from federal funds allotted to the states by the U. S. Children's Bureau under the Social Security Act. The figures are contained in a review of the program for the three-year period from 1936 through 1938, recently issued by the bureau. Among the problems encountered by the workers, the most frequent were those involving neglected, mistreated, or illegitimate children. Next in number were those of children in danger of becoming delinquent. Others involved children with physical or mental handicaps.

Progress—The eight states which held regular legislative sessions in 1940 considered changes in or additions to their laws affecting children, according to an analysis made by the U. S. Children's Bureau. Some states holding special sessions also considered children's legislation. Rhode Island raised the aid to dependent children age limit from sixteen to eighteen for children attending school. New Jersey adopted a child labor and compulsory school attendance law raising the basic minimum age for employment from fourteen to sixteen and setting a maximum forty-hour work week for minors under eighteen. In both New York and New Jersey commissions for the study of juvenile delinquency were authorized to continue, and in New Jersey Juvenile Court jurisdiction was extended to cover all delinquents under sixteen. Kentucky passed an ADC law conforming with the federal Social Security Act, revised its adoption law to require three months residence of a child in its prospective parents' home before adoption, and prohibited the use of advertisements soliciting children for adoption. Other laws affected children more indirectly, such as measures dealing with public health, general relief, and public assistance.

The Crippled—This year's buyers of the Easter seals put out by the National Society for Crippled Children, Elyria, Ohio, will have the satisfaction of knowing that they not only are helping to alleviate the suffering of some crippled child, but also are helping to prevent some other child from becoming a cripple. A sizable proportion of the funds raised will be used in an effort to shed light on developmental or nutritional diseases which produce cripples and to aid in the early recognition of congenital defects, such as club foot or dislocation of the hip. For eight years the national and many of the state crippled children's societies have depended for their support upon the Easter seals. This year's sale will begin on March 21 and terminate on Easter Sunday.



ADC Characteristics—Approximately 95 percent of the families accepted for aid to dependent children in Pennsylvania during the last fiscal year, had been receiving other forms of public aid prior to acceptance. This and other facts about ADC families were noted in a recent study made by the bureau of research and statistics of the State Department of Public Assistance. Statistical tabulations showed that 94 percent of the families had been deprived of the support of the father; less than one percent, of the support of the mother; the remainder, of the support of both parents. The largest single reason for dependency was the desertion of the father, which had occurred in nearly 22 percent of the cases; next came the father's death, which had occurred in nearly 18 percent of the families; then divorce or separation, 15 percent; and illegitimacy, 15 percent. About 60 percent of the families contained older children ineligible for ADC inclusion; 44 percent contained persons receiving other types of aid. The average monthly ADC grant made to these newly accepted families was $33. In Pennsylvania the grant, with few ex-

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ceptions, is based on a consideration of the needs of the mother or responsible relative as well as on those of the dependent children.

Coming—This year's observance of National Boys and Girls Week is scheduled for April 26 to May 3. Suggestions for programs to focus community attention upon the problems, activities, and training of boys and girls are contained in the *Advance Herald* and "Manual of Suggestions" which are available on request from the National Boys and Girls Week Committee, Room 950, 35 E. Wacker Drive, Chicago.

Professional

ON the business agenda for the next meeting of the National Conference of Social Work are several proposed changes relating to the conference's nominating procedures. These proposals have been stimulated by the desire to facilitate the carrying out of the conference's policy of nominating for office or committee membership lay or professional persons outstanding in social work; of making such nominations representative of the various sections of the country, fields of social work, religious and racial groups; and of limiting each committee member to one section only. The recommendations, put forward by a special committee of the executive committee, include the following changes: that instead of nine members, as at present, the nominating committee consist of twenty-one members serving overlapping terms of six years each; that this committee be responsible for the nomination of its own new members and of the members of section committees as well as of officers. At present a conference committee on nominations, appointed by the president, and five section nominating committees operate independently of one another. Along with the proposed amendments to the constitution to bring about these changes, the special committee has submitted a memorandum concerning procedures of the nominating committee in carrying out its tasks.

Discontinued—As the nation mobilizes for national defense, social agencies and educational institutions—as well as industry—are forced to choose between "business as usual" and alteration or retrenchment of their present and future programs. At the January meeting of the American Association of Schools of Social Work held in Chicago, Northwestern University made such a choice. The administrative decision to discontinue the division of social work of University College rather than commit the university to the three-year program of development required by the association as a qualification for continuing membership was an unwelcome surprise to those who felt that the division's average yearly enrollment of more than 200 students was ample proof that three professional schools of social work were not too many in the Chicago area. It was even more unwelcome to the students, who have been holding mass meetings and signing petitions in the hope that the decision may still be reconsidered.

From its organization in 1935, the division of social work of Northwestern University has held provisional membership in the AASSW. In June 1940, it was reorganized to meet association requirements. But in December of that year the association asked for a statement from the administration, committing the university to a three-year developing program. The university was unable to make this commitment and accordingly withdrew its membership.

Good Record—Desirable and existing employment practices in private agencies are set side by side in "Agency and Worker," a study prepared by the Boston chapter of the AASW. The result is not so much a contrast as a boost for the Boston agencies. Almost every desirable standard has a large group of rigid adherents, especially among the family and case work agencies. Nor were the standards low: a thirty-eight-hour work week; a month's summer plus a week's winter vacation for professional workers; staff participation in board meetings. Standards were based on material from the national division of employment practices of the AASW, the Social Service Employes Union, Russell Sage Foundation, and individual agencies outside of Boston.

Civil Service—Among the leaps and bounds in the 1940 progress of the civil service movement, recorded in the annual report of the National Civil Service Reform League, were: the Hatch clean politics law; the Ramspeck act extending the merit system through the federal service; state constitutional provisions for merit systems in Michigan, Louisiana, Texas, and Kansas; new merit system laws in twelve municipalities. That progress will continue if the "awakened citizen demand" can be maintained is indicated by the fact that this year merit system legislation will be brought before the legislatures of twenty-three states. In its description of the league's work with the states in setting up merit systems for public welfare workers, the report offers high praise to the Social Security Board for "its thorough and tactful work which required full compliance with the intent of the far-reaching legislation of 1939." . . . Two graphic presentations of the contrast between civil service and the spoils system were published recently by the New York City Civil Service Commission: "Merit System Advancing," its fifty-sixth annual report, summarizes the commission's activities for the year and is illustrated with stills from the motion picture by the same name recently produced in cooperation with WPA; "Balance Sheet" contrasts with amusing drawings the city's public service administration in 1933 and in 1940 and traces with photographs the career of one civil service worker.

Visiting Teachers—The whats, whys, and wherefores of visiting teacher services are set forth in a brochure recently issued by the American Association for Visiting Teachers, "Visiting Teacher Service Today," by Edith Everett and a committee of the association. Hardly so ambitious as its subtitle, "A Study of Its Philosophy and Practice in the United States," the pamphlet simply but adequately discusses the administrative relationship of the service to other special school services and the school system; describes several well developed existing services; outlines the visiting teacher's duties and her relationship to the child, the teacher, the parents, and the community. Price 15 cents from the association, 249 High Street, Hartford, Conn.

Reading Lists—What social work students are reading as part of their preparation in community organization has been revealed in an analysis prepared for the American Association of Schools of Social Work by Monroe M. Title of the University of Michigan. The analysis was based on answers to a questionnaire on reading lists sent by a committee of the AASSW to seventeen social work schools scattered throughout the country. The answers contained the titles of 1,275 separate publications. Of these 961 were used by only one school, 196 by two schools, 52 by three schools, 25 by four schools, and 41 by five or more schools. The seven publications which were used by the majority of the schools were: "Community Organization," by Jesse F. Steiner; "Community and Social Welfare" by Cecil C. North; "Cooperative Movement in Social Work," by William J. Norton; "Case Studies in Community Organization," by Walter W. Pettit; "What Social Workers Should Know about their Communities," by Margaret F. Byington; "New Alignments Between Public and Private Agencies," by Linton B. Swift; "Charity Organization Movement in the United States," by Frank D. Watson. Among the twenty-three periodicals mentioned, the most frequently named were the *Social Work Yearbook*, the *Survey Midmonthly*, the *Compass*, the *National Conference of Social Work Proceedings*, *Social Forces*, and the *Social Service Review*.

As suggested follow-up reading for its staff members who have attended sessions for the in-service training of executive secretaries, Minnesota's Department of Social Security recently issued

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the following list of publications: "Public Assistance," by Edith Abbott; "Problems of Administration in Social Work," Pierce Atwater; "Rural Routes to Community Understanding of Public Welfare Programs," Betty Barton and Florence Black; "Public Relief," by Josephine C. Brown; "We, the Parents," by Sidonie Matsner Gruenberg; "The Triumph of Willie Pond," by Caroline Slade; "Social Case Work in Practice," by Florence Hollis; "The Administration of Old Age Assistance," by Robert T. Lansdale; "The Need of Case Work in a Public Assistance Agency," by Ellery F. Reed; "The Dependent Child," by Henry W. Thurston.

In Print—"The Public Welfare Directory, 1941," recently issued by the American Public Welfare Association, improves on the 1940 edition by the addition of federal agencies and their regional organizations to the listings of state and local public welfare agencies. The new edition, invaluable as an aid to correspondence, also contains an expanded section on Canadian agencies. Price $1, less in quantity, from the APWA, 1313 East 60 Street, Chicago. Subscribers will receive at least two lists of revisions during the year.

Volunteers

IN addition to its concern over the possibilities of volunteers becoming preoccupied with "war work," the Conference on Volunteers, sponsored recently by the New York Junior League and the Welfare Council of New York City [see *Survey Midmonthly,* January 1941, page 10], exhibited serious interest in the problems which volunteers and social agencies normally face in their relationship to one another. In considering what the agencies could expect of volunteers, the delegates seemed in hearty agreement that agencies were justified in being interested only in volunteers of serious purpose, willing to devote specific blocks of time to their work, and willing to take part in some training plan. Agencies, on the other hand, were warned that they must consider the volunteer and the community as well as the client in shaping their policies in regard to volunteer service. They were reminded that one object of training is "to present the concept of working for people rather than for an agency."

Specific steps suggested for the development of a well-rounded agency program for volunteers included: carefully planned individual interviews, group courses and discussions led by both professional workers and experienced volunteers; visits to all departments of the agency; field trips with workers; prescribed reading and lectures in the general field of work covered by the agency and related agencies; attendance at staff meetings; membership on staff committees. Other recommendations were for the recruiting of volunteers through specific groups such as church organizations, college clubs, educational agencies rather than through general pleas to the public by way of ordinary publicity channels; for the reconsideration of their policies by agencies not at present employing volunteers; for the presentation of further opportunity for discussion between volunteers and professional workers through future conferences on their common problems.

Scouting—One to three is the ratio of volunteers to Girl Scouts in Cleveland, where 99 percent of all women connected with Scouting are serving as volunteers. The city has 3,400 Girl Scouts, 1,250 women volunteers working with them. . . . For the 57,000 Boy Scouts in New York City there are upwards of 10,000 volunteer leaders, according to the annual report of the Boy Scout Federation of Greater New York. It is estimated that these leaders contributed more than a million hours to Scouting last year.

Red Cross—In spite of war relief activities within the American Red Cross during the past year domestic operations continued to attract many a volunteer worker. According to the last annual report 5,031 Red Cross volunteers were engaged in administrative work; 8,931 were enrolled in the staff assistance corps; 3,241 in the hospital and recreation service known as the Grey Ladies; 2,796 in the motor corps; 2,061 in the braille corps; 1,442 in home service work; 871 in the canteen corps; 672 in the nurse's aides service. Because of their relation to national defense, the motor corps and nurse's aides service are being expanded this year.

In Nurseries—The use of volunteers received considered discussion at the recent second annual conference of the National Association of Day Nurseries. The difficulties in recruiting and using volunteers successfully were acknowledged, but the consensus was that these difficulties could be overcome by careful planning on the part of the nursery—an attempt to adapt the work to the special abilities and interests of the worker. Among the activities in which volunteers have proven useful to nurseries are: taking children to clinics or on trips, giving special lessons in drawing or music, assisting with community studies, helping with work with parents.

At Settlements—Volunteers make five main contributions to settlement work, according to the delegates at a regional meeting of the National Federation of Settlements recently held in Detroit: their varied skills and interests complement the work of professional staff members; they bring the settlement a fresh point of view; they interpret the needs of the settlement neighborhood to the community; their testimony carries conviction in financial appeals; they bring a wide circle of associates into touch with the settlement from whom new recruits or financial assistance might be obtained. The settlement workers also brought out the fact that supervisors have three main responsibilities in relation to volunteers: to provide a preliminary orientation to the settlement's history, purpose, and function; to select the job to fit the volunteer, giving him responsibility according to his ability; to offer recognition of the volunteer's work.

People and Things

CLIPPER flying across the Atlantic is getting to be a habit with Eric H. Biddle who last month left for England for the second time in six months. Mr. Biddle, whose trip last fall was in his capacity as executive director of the United States Committee for the Care of European Children, makes the present journey as a member of the staff of the American Public Welfare Association. Serving as consultant on administration and observer in Great Britain, he will remain in Europe for four months to study the effects of defense activities on the administration of the social services and the operation of the public morale program. After his return to the United States he will spend three or four months conferring with federal, state, and local welfare officials as a member of the APWA staff. The project has been made possible through a special grant received by the association from a friend. Before taking wing, Mr. Biddle announced his resignation from the U. S. Committee.

Changes—After an extended leave from the University of Michigan to serve as captain at the launching of the National Refugee Service, William Haber has returned to the academic halls to resume his duties as professor of economics. During his twenty months as the NRS's first executive secretary, Mr. Haber accomplished the difficult task of welding an efficiently functioning organization from more than a dozen separate agencies. . . . New executive director for the American Bureau for Medical Aid to China is Helen Kennedy Stevens, erstwhile assistant to the dean at Barnard College. Miss Stevens succeeds Bruno Shaw, resigned. . . . John H. Moore, former secretary of the Council of Community Forces, Chattanooga, Tenn., has gone to Hawaii to succeed Ferris F. Laune as executive secretary of the Honolulu Council of Social Agencies. Dr. Laune is now director of Honolulu's

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Palama Settlement. . . . The Girl Scout Council of Greater New York, a recent consolidation of the former local councils of the city's five boroughs, has as its director Eleanor Edson, for several years treasurer of the national organization. . . . Among the medical social workers who recently packed up their *lares* and *penates* were: Helen Noyes who left New York City where she was director of social service of the New York Infirmary for Women and Children to go to Buffalo to fill a similar position at the Buffalo General Hospital; and Olive K. Kestin who left the social service staff at the New Haven Hospital, New Haven, Conn., to go to New York City to become director of social service at the Beth Moses Hospital in Brooklyn. . . . The U. S. Children's Bureau has appointed Jacob Yerushalmy, formerly on the staff of the U. S. Public Health Service, to succeed Robert J. Myers as director of the division of statistical research. Dr. Myers has become chief of the division of wage and hour statistics of the Bureau of Labor Statistics.

Well Earned—"From Many Lands," Louis Adamic's account of the blendings of recent immigrants into American life last month brought its author the $1,000 John Anisfield award for the outstanding book of the year on racial relations. Last October, prior to the book's first appearance, *Survey Graphic* published a digest of one of its chapters as "From Bohemia: Ma and Pa Karas."

Meetings—The campuses of Duke University and the University of North Carolina will serve as the double setting for the seventh annual Conference on Conservation of Marriage and the Family scheduled for April 8-10. . . . The thirty-fourth annual meeting of the American Home Economics Association will be held in Chicago, June 22-26. Scheduled to speak at the opening meeting is Harriet Elliott, consumer commissioner of the National Defense Advisory Commission.

Guests—The spring curriculum of the University of Southern California's Graduate School of Social Work is being enriched by the contributions of two guest professors. Eileen Blackey, who arrived in February, brought an accumulation of professional and academic experience gathered together in varied services: supervisor of in-service training for the Florida Department of Public Welfare; director of social work education at the University of Hawaii; member of the faculty of the Smith College School of Social Work; director of transient service of the FERA in Florida; visiting teacher in Rochester, N. Y. Harriet M. Bartlett, who continues her guest professorship from last semester when she inaugurated a program of training for medical social work, had just finished her book, "Some Aspects of Social Case Work in a Medical Setting," before taking on the job. In addition to her classes at the school, Miss Bartlett is conducting an institute in northern California under the auspices of the university's extension division.

Children's Workers—In order to "renew and strengthen its relations with its 168 member agencies," the Child Welfare League of America recently added six additional field secretaries to its staff. Their function is to stimulate local educational activity and bring together experience and planning from every section of the country. Because of unpredictable finances the new field service can be assured only for three months and no more than fifty visits can be planned. The workers, all operating on a part time basis, are: Ethel Barger, superintendent, Milwaukee Orphan's Asylum; Abigail Brownell, formerly director of the county agency department of the Pennsylvania Children's Aid Society; Margaret Reeves of the faculty of the University of Denver; Florence Van Sickler, executive secretary of the Child Welfare Association, Atlanta, Ga.; Leona Stuart Areson, agency consultant, Federation of Protestant Welfare Agencies, New York City; Ora Pendleton, executive secretary, Children's Bureau of Philadelphia. . . . Work for children has claimed the second generation of the Hodges family. Mitchell Hodges, son of Leigh Mitchell Hodges who long has been associated with the Philadelphia Children's Bureau, has joined the New Jersey Children's Home Society as financial secretary and publicity director. Until recently the younger Hodges was with the Harrisburg, Pa., Community Chest.

Time-Honored—In appreciation of their support of the National Conference of Social Work, the *Conference Bulletin* recently published the names of the 513 persons and organizations who have maintained continuous memberships for twenty years or longer. On the list are four persons whose memberships have spanned half a century: Alexander Johnson of Aurora, Ill., fifty-six years a member; John M. Glenn of New York, fifty-three years; Jeffrey Brackett of Richmond, Va., fifty-one years; Homer Folks of Yonkers, N. Y., fifty years. Oldest institutional membership is held by the Overseers of Public Welfare, Boston, an organization which has supported the conference for the past forty-eight years.

Settlement Workers—Because of their "outstanding contribution to the civic and social betterment of Cleveland," Mr. and Mrs. Russell Jelliffe, co-founders and directors of Cleveland's Karamu House, were recently presented with the $500 Charles Eiseman award. Another settlement worker recently accorded recognition for service to his city is Cleo A. Blackburn, headworker of Flanner House Settlement, Indianapolis, and recipient of a civic award from the local Chamber of Commerce. . . . Edward N. Pape, formerly of the Union Settlement, Hartford, succeeds Clyde E. Murray as headworker of the Munhall Neighborhood House, Munhall, Pa. . . . The Minute Circle Friendly House, Kansas City, Mo., has a new headworker in Jack A. Becklean who succeeds Charles E. Henion.

Discontinued — Financial limitations have caused the National Peace Conference to discontinue its *Washington Information Service*. The last bulletin, which appeared on January 30, was devoted to a discussion of the Lease-Lend bill.

In "The Village"— The Greenwich Village Association, first of New York's neighborhood organizations, is marking its thirty-eighth year by beginning the publication of a new bulletin. The first issue, behind which is the experienced hand of *The Survey's* contributing editor, Edward T. Devine, announces a series of town hall meetings of Greenwich Village.

Deaths

GEORGE VINCENT, PH.D., of Greenwich, Conn., at the age of seventy-six. As principal of the Chautauqua Institution, as president from 1911 to 1917 of the University of Minnesota, as head, from 1917 to 1929 of the Rockefeller Foundation, Dr. Vincent made a deep and lasting impression on educational and philanthropic institutions. His retirement from the foundation in 1929 brought no cessation in his activities, but rather permitted them a wider scope. The Red Cross, Community Chests and Councils, Inc., and the organizations of his home town all were enriched by his wisdom and experience. "Honored as a scholar, administrator, and humanitarian, Dr. Vincent remained a simple, wise, and kindly man."

THE REV. CHARLES STELZLE, New York minister, author, and lecturer, identified with many activities designed to strengthen relationships between the labor movement and the churches. In 1903 he organized the labor department of the Presbyterian Church, and in 1910 the Labor Temple, a center of adult education, especially for the foreign born. He was the founder of Labor Sunday, now observed in churches of various denominations, and was the author of books on labor, religion and social problems.

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Readers Write

"The Clayton Controversy"

TO THE EDITOR: Your article in the January *Midmonthly* [see "Professional Procedures," page 17] on the "Clayton Controversy" requires elaboration in several particulars.

While you state that it was the executive who noted that "the equilibrium between staff and board, and executive and board, had been upset by the union letter," you then proceed as if this were an accepted fact. However, neither the board nor the staff came to such a conclusion, and in fact there is good reason to believe that the unionization of the workers was important primarily because it enabled them to deal with difficulties which were inherent in the situation. It did not create these difficulties.

You state that the union "took a very different view of the whole situation and of the means and method required to correct it" from the FWAA and the AASW. Both the FWAA and the AASW severely criticized the management of the Family Service Society. Was the labor movement therefore taking a very different view from these organizations in calling for the resignation of the executive secretary of FSS?

The conclusion might be drawn from your summary that the organized labor movement of St. Louis attacked the United Charities Campaign. The Social Service Employes Union urged other unions and their members to contribute generously to the campaign and this was publicly recognized in an editorial appearing in the *St. Louis Star-Times*. The trade unionists of St. Louis *did* contribute generously. One union, the Brewery Workers, contributed $20,000 to the United Charities drive.

Incidentally, both union and non-union staff members were in agreement in regard to the handling of all the major questions in this situation.

JOSEPH H. LEVY
Director, National Social Service Division, United Office and Professional Workers of America (CIO)

TO THE EDITOR: I would like to call attention to an error in the article "Professional Procedures" in the January *Survey Midmonthly*. The statement is made that "Harry Greenstein, who was then president, though his successor had been elected," decided to authorize the study of the St. Louis situation. This authorization was given on July 1, several weeks before Mr. Greenstein's successor was elected. When the report of the study was completed, Mr. Greenstein was still president; but as his successor had been elected, he suggested that the consideration of the report and of the association's policies in connection with it be considered by the new officers and newly elected board instead of by those who, under the by-laws, held office until October 1.

Under these circumstances you can see that a considerable misinterpretation might be put upon the statement that Mr. Greenstein authorized the study "though his successor had been elected." I would appreciate it if the *Survey Midmonthly* would make adequate explanation and correction of this statement.

Executive Secretary WALTER WEST
American Association of Social Workers

Form vs Content

TO THE EDITOR: I was much interested in the article "Treating Youth Crime" by Charles L. Chute in the October issue of *Survey Midmonthly*. Mr. Chute has a realism all too infrequent in some of our social work activities. It seems to me that we are forever attempting legislative changes in the hope that we will improve conditions merely by achieving changes in administrative organization. Social workers in states having boards of control, for example, are busily engaged in trying to secure a voluntary board or the cabinet form of welfare organization. Other states, having an integrated program with the outdoor and indoor programs administered or supervised by one department, are trying to separate them, whereas still other states are trying to bring them together.

Unquestionably certain forms of organization lend themselves to more successful administration than others, but I believe that if we would concentrate upon the content of administration and upon improving administrative personnel, our energies would yield a much greater return than is now yielded by our constant effort to change the form without a corresponding effort to improve the actual substance of administration. I trust no one will misunderstand me and think that I do not believe legislative changes are desirable and necessary. I certainly do, but it does seem to me that we have overemphasized this phase of our work to the neglect of the other.

The proposed Youth Correction Authority Act is a case in point. We have not yet made the juvenile court law effective, nor have we integrated its machinery with that of other social organizations functioning in related fields. But already energy is being diverted from this necessary activity to an effort to set up additional expensive administrative machinery to treat a limited group of persons who in any case might well be brought under the juvenile courts. It is a constant surprise to social workers to find many statutes which lie unused because no one has made it his business to see that they are given life. Perhaps this is a period in which we should devote more of our energies to perfecting the administration of the social legislation which has already been placed on the statute books before we start off in new directions.

May I add a word about another article in that October issue, Arlien Johnson's "Local Social Planning," in which she lays bare so many of the difficulties which we find in this whole area of community planning. I am hopeful that constructive action will be stimulated by this article. I wish it had gone farther in discussing the mechanics of decentralized participation in planning, since here there are very real organization problems to be dealt with. One of these has to do with the integration of neighborhood planning with the over-all city planning which is absolutely essential if unity is to be achieved in the total social program of our whole community.

ERNEST F. WITTE
Director, Graduate School of Social Work, University of Washington, Seattle

Statistical Wine Glasses

TO THE EDITOR: Now comes the pestiferous statistician with a gripe about statistical malpractice in the otherwise excellent February number of *Survey Midmonthly*. Years ago I wrote a learned article in a learned magazine which should have stopped for all time the malpractice in question; but it must have escaped your attention.

On page 67 the "Major Consumers of Distilled Spirits" are illustrated by wine glasses, one for each of several states, starting with the District of Columbia. In the District of Columbia we don't drink distilled spirits out of wine glasses, but let that pass. The comparison in per capita consumption is given by the heights of the glasses, although anybody who has ever hoisted one knows that the contents, if any, are at least three dimensional. Thus, in the diagram, Washingtonians (and their out of town friends) are alleged to consume 3.76 gallons per capita (of Washingtonians) as compared with California consumption of 1.50 gallons per capita. In consequence the D. C. glass is shown to rise above the table (or is it the mantel?) to somewhat more than twice the height of the California glass. However, my rough and ready calculation with a desk ruler indicates that the D. C. glass in the exact size pictured would hold about .0204 cubic inches as compared with .0045 cubic inches for the California glass. In other words, the D. C. glass holds approximately 4 1/3 times as much as the

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California glass. Comparative quality of contents is of course not stated.

The editorial policy of *The Survey* seems to express an opinion that impressions are more readily grasped from diagrams than from statistics. To the extent that this is true, your readers are misled by diagrams of the type in question. As a matter of fact, I once submitted an article to you in which this point was elaborated upon the basis of certain *Survey* pictograms. This was approximately June 16, 1914. My manuscript was returned the following morning. So you see I have a hidden bias behind my criticism, which, however, I hope you will accept with no hard feelings and without repetition of the offense!

STUART A. RICE
Assistant Director, in Charge of the Division of Statistical Standards
Bureau of the Budget

Due Credit

TO THE EDITOR: We read and enjoyed the article, "Merit System Inventory," by Louis Hosch and Harry Marsh in the January issue of *Survey Midmonthly*. The authors credit to "the merit system supervisor and his council a good job" of explaining the system to the Nebraska public by radio, through newspaper publicity, and so on.

May we point out, however, that our agency, through its chief of personnel, Norman A. Durfee, developed the intensive recruiting campaign which included radio broadcasts. The idea of broadcasts was his and the script was prepared under his supervision and with his help. The county assistance directors in Hall, Lancaster, Madison, Dodge, Buffalo, Lincoln, Douglas, and Scotts Bluff Counties were responsible for the arrangements with the stations located within their counties and for the publicity in regard to these broadcasts.

We do not wish to detract from the work the merit system supervisor in Nebraska is doing, but we believe that you will wish to give credit where credit is due.

NEIL C. VANDEMOER
Director of Assistance
Nebraska State Board of Control

Information Please

TO THE EDITOR: I am venturing to bring to your attention certain facilities offered by the department of research and education of the Federal Council of Churches at 297 Fourth Ave., New York City. I wish all your readers might be familiar with the research library. It specializes in sources on the social aspects of religion and the religious and ethical phases of social work and social problems. Some material is available here which is not accessible in any other one place.

Most useful of the department's activities is probably the publication of its *Information Service*. A seven months' introductory subscription is now available for $1. It is brief, concise reporting of the results of careful research into vital questions which currently divide opinion among well-disposed Americans. The effort is to supply a factual basis for wise decisions on issues about which people must make up their minds. The aim is primarily to develop a more informed and intelligent opinion among the churches.

New York EDITH A. TROTTER

All Aid—For What?

TO THE EDITOR: "War aims" is an ambiguous phrase: it means, on the one hand, the fighting objectives—such as self-defense, conquest, victory, destruction of the enemy; it means, on the other hand, goals beyond the war, but motivating it as a whole—such as revenge, imperial power, wealth, *lebensraum*, peace, democracy, civilization, and so on. The failure of the League of Nations to "make the world safe for democracy" undoubtedly makes more difficult any effort to set up as a goal any new scheme for a world order acceptable to our culture. It makes difficult any motivation beyond survival, revenge, and restoration of the *status quo ante*.

Such goals are all illusory. "Survival" would mean little if, in order to "survive," we give up values for which we would lay down our lives—freedom, democratic responsibility, honor, humanity. The *status quo ante*—"business as usual"—can never be restored, thank God, for if it could it would be precisely that explosive, greedy "peace" which has already bred two world wars. Reprisal, which (per Gallup poll) now motivates half the English population, may win the war but lose the peace. It kills the enemy but revives the enmity. Lodge's and Clemenceau's revenge produced Hitler's hate. Hitler's revenge would perpetrate England's hate. Heaven protect us from the aftermath of our own revenge! But heaven won't.

The answer is not appeasement. Criminals at large must be stopped, not encouraged, even though we know nowadays what causes criminals. But while we take emergency measures against crime, we begin to recognize that only community reorganization and normal opportunities for all will prevent its increase. A situation in which international crime "does not pay" will be a world in which international good will *does* pay, in which it will be more worth while to play the game under decent rules of live and let live, rules in the making and enforcing of which all men of good will and good faith who accept them may have a share.

If the achievement of good will and good faith are to be war aims, the U. S. A. should demand them as the only price worth the stupendous sacrifices we are now asked to make.

The defeat and uprooting of governments in most of the democracies should at least and at last make their federalization a practical possibility, under the temporary shelter and hegemony of the Anglo-Saxon nations. A projected plan for the pooling of world resources for equitable access might denature any remaining greed on our side, and might be an inducement for starved peoples to recognize the ultimate folly of nihilistic power politics.

No war aims are ever fully realized as envisioned. But without positive, constructive goals beyond the war, we die in vain. Our America may gain the whole world, but lose its own soul.

Evanston, Ill. THOMAS D. ELIOT

Toast and Hors d'Oeuvres

TO THE EDITOR: Since "Grandma Called It Charity" by Helen Cody Baker came out in the November *Midmonthly*, I've meant to write Hosannahs about it. Now we have had Mrs. Baker's other two articles ["A Word to the Wise," December; "Social Workers as Propagandists," January] I can say that the series holds about the best thought *The Survey* has given us for a long time.

Mrs. Baker sees all around the subject and talks about it as if it weren't anointed. That must be the secret of the refreshing quality of her writing. A lot of the stuff on interpretation is like half-cooked mush. Mrs. Baker serves dry crisp toast with an occasional topping of hors d'oeuvres.

St. Paul, Minn. LOUIS TOWLEY

To the Like-Minded

TO THE EDITOR: A group of social workers, politically conservative under normal circumstances, would like to hear from any of their colleagues who, like themselves, cannot subscribe to the current policy of aid to Britain, and its obvious war implications.

We plan no militant action, but because we know that it often is a comfort to a minority to meet on common ground for a strengthening of conviction, we should like to hear, at the address below, from others who share our beliefs.

Our experience thus far has shown that some workers in sub-executive or subordinate positions are hesitant to express a point of view different from that held by their boards or executives, but it is our feeling that they are mistaken, and that anyone connected with their organizations will respect an honest point of view.

LYDIA BANNING
74 St. Mark's Place, New York City

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Book Reviews

Migrants and Mendicants

MEN ON THE MOVE, by Nels Anderson. University of Chicago Press. 357 pp. Price $3.

THE BEGGAR, by Harlan W. Gilmore. University of North Carolina Press. 252 pp. Price $2.50.

Postpaid by Survey Associates, Inc.

THERE is a sharp contrast between these two books which is encouraging to persons interested in migrants and challenging to those concerned with beggars. Anderson's book demonstrates the vast amount of research and study which, during the past ten years, has been given to the subject of interstate migration. He presents nothing new, but correlates what has been learned about migrants and migration. Gilmore's subjective approach indicates the lack of scientific study which has been given to beggars and begging. His facts are few; his illustrations limited to occasional stories of individual beggars. It shows the paucity of such logical study as is a necessary prerequisite to successful efforts to improve conditions.

Designed primarily to bring together in one volume the essential facts about "moving people" as gathered by experts during the past ten years, Anderson's book does not arrive at definite recommendations for remedial action. His own ideas about the solution appear in the introduction, in which he emphasizes the need for jobs for migrants, preferably in private industry, but jobs even if paid for from public funds. Admitting the need for some kind of "service" when jobs are not available, he makes no attempt to analyze what service or services would be required or how they would be provided. He states that the migrant's unemployment problem is basically the same as that of the resident; but fails to point out the evident conclusion justified by his collection of facts, that the other problems of migrants are also basically the same as those of resident people. This premise could lead only to the recommendation that migrants should be treated as people and that consequently all community services should be available to them on the same basis as to residents.

"The Beggar" begins with the statement that "begging as an object of research seems to have been largely neglected by modern social scientists." Adequate proof of this statement is given in Gilmore's volume for, as the work demonstrates, there are no adequate statistics, no clear definitions, no objective reports on the effectiveness of controls. Much that he says must necessarily be subjective or based on the limited and likewise subjective observations of scattered students.

Where general terms are possible, as in the opening or concluding chapters devoted respectively to the history of mendicancy and its control, Gilmore effectively and clearly presents the problem and analyzes society's efforts to deal with it. The lack of basic material, however, handicaps him in the intermediate chapters wherein attention is directed to various types of beggars and their living and "working" conditions. This lack of material is a challenge to further research which is a primary objective of this book.

With so few current and comprehensive data, Gilmore is not in a position to attempt any detailed recommendations for action to deal with the begging problem. He can only point to need for general public realization that begging should be stopped, with consequent action to that end. The improvement of existing controls or the development of new ones, he must leave to those who will give "begging" the thorough and detailed study which it should receive.

PHILIP E. RYAN

American National Red Cross
Washington, D. C.

Chapter of History

PUBLIC RELIEF 1929-1939, by Josephine Chapin Brown. Holt. 524 pp. Price $3.50, postpaid by Survey Associates, Inc.

AS a record of what actually happened in the area of public assistance during the days of the Federal Emergency Relief Administration, "Public Relief" is a valuable document. It does not resolve some of the inconsistencies of the program, which is perhaps too much to ask of a writer who was involved in the picture. For example, the "federal philosophy" (Miss Brown's words) in regard to employables versus unemployables, and the Administration's rooted dislike of relief as such, are set forth with emphasis, but are neither justified nor satisfactorily explained. Miss Brown states that the 30-cent minimum wage rate on the emergency work relief program of FERA was abandoned in November 1934, in favor of local prevailing rates. She calls this "an interesting return to recognition of local autonomy," but makes no reference to the pressures, or the sources of the pressures, which brought it about. On the other hand, there is forthright criticism of some policies embarked upon by the federal government.

Parts I and II of the book, dealing respectively with public relief before the depression, and with unemployment relief up to the formation of the FERA, are the least satisfactory from a historical point of view. For example, Miss Brown falls into the ancient error of stating that the White House Conference of 1909 enunciated principles which "led directly to the movement for mothers' pensions." What that conference actually recommended reads as follows in the official proceedings:

". . . Children of parents of worthy character, suffering from temporary misfortune, and children of reasonably efficient and deserving mothers who are without the support of the normal breadwinner, should, as a rule, be kept with their parents, such aid being given as may be necessary to maintain suitable homes for the rearing of the children. This aid should be given by such methods and from such sources as may be determined by the general relief policy of each community, preferably *in the form of private charity, rather than of public relief.*" (Italics mine.)

For another example, she says that as early as the fall of 1930, "city officials, private citizens, and congressmen alike began to urge the appropriation of federal funds for unemployment relief." The implication is that social workers were behindhand in this demand. A careful examination of the literature of the period, as well as the personal recollections of those active at the time, discloses, however, no significant voice raised at this early period—by social workers or by anybody else—for federal funds to be used for the direct relief of the unemployed.

The most foresighted among social workers and public-spirited citizens were pressing, not for federal relief, but for such remedial and preventive measures toward unemployment as planned public works and unemployment insurance. They were pushing for larger assumption by state governments of responsibility for relief of the unemployed. They were calling for federal funds to be used to relieve drought sufferers—a measure for which plenty of precedent existed.

The idea for federal unemployment relief was novel—it lay outside the range of the nation's thinking. It was the experience of the dreadful winter of 1930-1931 which forced the conclusion that the depression was not an ephemeral thing, and that federal relief must enter the picture. In the late spring of 1931, significant demands in this direction began to appear; but not in the fall of 1930. Miss Brown's account of these times makes no mention of the Social Work Conference on Federal Action, formed in September 1931 under the auspices of the National Social Work Council, which issued a report detailing the need for federal relief, although she mentions its successor, the Committee on Federal Action on Unemployment of the American Association of Social Workers. Participation by social workers in the demand for federal relief is a chapter in the history of social work which still remains to be written.

As a matter of fact, the private social

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work field learned, as most groups do learn, through experience. They shifted their point of view, as most people are able to do, to meet radically changed conditions. The picture Miss Brown presents of a determined and bull-headed group holding to outmoded ideas till the ground was cut from under their feet is not a true delineation.

In her section dealing with social work prior to the depression, Miss Brown seems by implication to dissociate herself rather completely from the group of family case workers of which she was at that time a part. A reader unacquainted with the history of that period would fail to gather that the author presumably once held the same views with respect to public versus private relief which she so severely criticizes today. It would have been more gracious if, in discussing the acknowledged lack of realization on the part of social work leaders of the twenties of what lay ahead, Miss Brown had occasionally said "we" instead of "they."

Part III, which deals with the FERA itself, is purely factual. The section on the scheme developed by the FERA for in-service training, with which the author was so closely associated, is particularly valuable, since no other record of what was an important step in staff development in social work is easily accessible. Far-sighted planning was shown in this, as well as in a later policy by which the FERA field staff urged states to use their final federal grants to pay salaries and hold their experienced staffs until re-organization could be accomplished, rather than spend the money for inadequate relief and allow the staff to scatter.

But it is in Part IV, which discusses the period following the dissolution of FERA, that the material most provocative of discussion may be found. Miss Brown shows that, contrary to common impressions, state and local obligations for general relief during the four years following the folding-up of FERA averaged per year more than the average per year spent for emergency relief during 1934 and 1935. She points out what seems to her the significance of this: ". . . because it was done without the stimulus of federal grants, and in the face of the urge to put state and local money into the categorical assistance or work relief programs where it would be matched by federal funds or, by sponsoring federal work projects, would bring additional relief wages into the states. These general relief appropriations also continued to be made in spite of the stigma which the Federal Relief Administration itself had attached to all direct relief by rejecting it in favor of work relief. . . ."

To others, the most significant thing might seem to be that, since 1935, state and local governments have been bearing an increasing proportion of the total relief bill, even when costs of the WPA program are included. She does not maintain, however, that these expenditures were at any time adequate to the need. "No count has been kept on a national basis of the numbers of applicants who were turned away empty-handed."

Miss Brown's discussion of why the problem of the Far West and the South in establishing permanent welfare units has been less serious than that of the East and Middlewest, will be found illuminating and provocative. She packs many home thrusts into a little space! Perhaps most controversial of all her material will prove to be her simple story, of how a bright hope that ADC might have been so interpreted as to mean assistance to any family in need of which a child was a member, was done to death by those who should have been its friends.

JOANNA C. COLCORD
Russell Sage Foundation

Understanding for Our Times

YOUR MENTAL HEALTH, by B. Liber, M.D. Melior Books. 408 pp. Price $3.

THE NEUROSES IN WAR, by Emanuel Miller, M.D., with a concluding chapter by H. Crichton-Miller. Macmillan. 250 pp. Price $2.50.

HUMAN NATURE, IN THE LIGHT OF PSYCHOPATHOLOGY, by Kurt Goldstein. Harvard University Press. 258 pp. Price $2.50.

Postpaid by Survey Associates, Inc.

DR. LIBER has collated numerous articles which have appeared in the medical press for the purpose of presenting somewhat non-technical case material illustrating simple principles of mental hygiene. The book contains little that is new and is a rather journalistic statement of transition cases that suggest various borderline areas between normality and mental illness.

It is pleasant to shift to a work of greater promise and interest, with its helpful suggestions for meeting threats to mental stability, taking into account the medical stress and strain on the military and civil population under conditions of active warfare. Dr. Emanuel Miller and his colleagues offer a volume particularly helpful to medical groups, but the chapter on "War of Nerves" should interest all citizens. It describes the prophylactic values of the English ARP organization. The description of community efforts to maintain mental balance reveals the basis of community morale when citizens grope for safety rather than flee to escape peril.

Laymen and physicians will find much of value in the analysis of neurotic disorders that have grown out of actual conditions of warfare. The data and arguments are especially useful for clarifying the importance of national preparedness in a period when civilians are more in need of psychological training and support than are members of the army.

The chapters on mechanisms and symptoms accompanying a variety of psychoneuroses are excellent. The collaborating authors discuss various functional disorders in the light of psychosomatic relationships, differential diagnoses and the various theories which are applicable to neuroses in war time. This theoretic phase is supplemented by a discussion of various methods of psychotherapy, and by an explanation of the English psychiatric organization in the government services concerned with prophylaxia and treatment.

Dr. Goldstein's theories were developed largely during the first World War, in facilitating the adustment of individuals whose personalities had been disturbed by brain lesions. His experiences are crystallized here in the William James Lectures of 1938 and 1939.

Dr. Goldstein systematically interprets man as a unity, functioning as a unity. With scholarly organization he develops his social philosophy and reveals man's interaction to the world and society in terms of his personal attitudes toward the abstract as well as the concrete. He shows the necessity for the individual to realize his own potentialities, and to evidence preferred tendencies in developing life experiences. He indicates the value of behavior patterns that will permit self-actualization by reasonable self-restriction. This view merely means that situational factors play a large part in determining human aggression and submission.

Dr. Goldstein feels that under collectivism freedom is limited, because the right of self-actualization presupposes the possibility of an equal right for all other individuals. The individual, while primary to society, is subject to a large extent to the habits, customs, and institutions characteristic of the society in which he lives. All would agree that the capacity for freedom inheres in man's "readiness to restrict oneself and to encroach upon others in the interest both of one's own actualization and that of others."

IRA S. WILE, M.D.
New York

You and Your Budget

INCOME MANAGEMENT FOR WOMEN, by Louise Hollister Scott. Harper. 298 pp. Price $3, postpaid by Survey Associates, Inc.

THIS is a practical, factual treatment of the "budget problem" directed toward the woman in the middle income group, employed or at home. Experience in teaching this subject to girls has provided the author with a direct and simple approach which makes the volume good reading.

Budget making for the individual or family is merely one small fraction of social and economic planning which we are all slowly learning is a necessity in present day life. Its purpose is not saving in the old sense, but rather creative spending, making the most of one's resources to the end that life will be better balanced.

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The classification of expenditures and the record forms suggested are simple and sensible. Food expenditures are discussed from the point of view of health; clothing expenditures from the psychological as well as the economic angle. Good common sense is indicated in the chapter on housing in regard to the question of owning or renting, and of relative costs and merits of the various types of housing—apartment, hotel, suburban home, and so on. A curious omission here is the failure to make any mention of the various housing financing plans of the federal government, only private mortgages being described.

There are good brief summaries of facts everyone should know concerning insurance, annuities, trusts, wills, and stocks and bonds. The two chapters on arithmetic and on reading the financial page describe very clearly a number of processes which to too many women are impenetrable mysteries.

Throughout the book the practical advice and the social approach to spending provide most useful material. It is an interesting indication of how fast we are moving to note how out of date is the chapter on money, a chapter, however, which is not vital to the group for which the book is intended. In all such books one might wish for a bit more emphasis upon the responsibilities of the consumer in helping to shape our economic organization and upon the value for each person of a real life goal and of a determination to work toward it, using budget planning as one tool.

CHASE GOING WOODHOUSE
Connecticut College, New London, Conn.

Springs of Quaker Action

QUAKER EDUCATION IN THEORY AND PRACTICE, by Howard H. Brinton. Pendle Hill, Wallingford, Pa. 136 pp. Price 75 cents, cloth; 50 cents, paper. Order direct from Pendle Hill.

WRITING up the Quakers has seemed of late to be a favorite literary pastime. A reason for this was succinctly put to this reviewer not long ago by an editor of *The Survey*, whose social concerns had brought within his range of vision the work of the American Friends Service Committee. "How do they get that way?" he asked.

This question is answered briefly and satisfactorily in this little book by one of a deep-rooted family of Friends in that most "Friendly" of countrysides, Chester County, Pennsylvania.

Mr. Brinton opens up the hidden springs of the conduct which has characterized the Society of Friends as a community apart, for three hundred years exerting an influence in political and social history incalculably beyond their small numbers; and even now engaged in performance of a nature and in a manner peculiar to themselves.

The section of the book that sets forth the nature of Quakerism, is, in itself, a brief and valuable exposition of facts which a surprising number of people are interested in knowing. "The doctrine of the Society of Friends may be divided into three classes . . . the primary doctrine concerns the 'Inner Light,' the secondary, the meeting for worship and the meeting for business, and the tertiary the outreaching social implications of the type of community life expressed through these meetings."

To build an educational system out of these beliefs and practices, "the school must learn how to create for its pupils a set of inner dimensions large enough for a habitation of the soul, a center of life somewhat detached from outward changes and independent of the vicissitudes of fortune." This obviously is not educational theory or practice for the many. But, as the Quaker puts his trust in slow growth, so he works through the principle of the "little leaven." The author explicitly states this: "The higher way can only be achieved with small units and thoroughly dedicated teachers, 'enlightened and enlivened souls traveling and breathing to God'."

FLORENCE LUCAS SANVILLE
Westtown, Pa.

National Treasure

FOREST OUTINGS, by thirty foresters, edited by Russell Lord. U. S. Department of Agriculture. 311 pp. Price 75 cents paper; $1.25 buckram, from superintendent of documents, Washington, D. C.

WITH better roads and more automobiles, the national forests have become important recreational areas as well as timber and wildlife preserves. Camping, fishing, hiking, and winter sports are on the increase in America, and the irresistible pressure of people seeking clean air, trees, and grass is forcing the development of safe, adequate water supplies, sanitary facilities, roads and winter sport grounds. The forester, realizing that the forests belong to the people, tries hard not to resent this trend, though often his personal preferences would be for less development and fewer visitors.

There are 161 national forests, lying in thirty-six states, Puerto Rico and Alaska, with a total of 176,000,000 acres—an acre and a third for every American. No one knows how many visitors come to them each year, for in most forests no count is kept, but the number is very large and is increasing.

This book is primarily an account of recreational use of the forests, but their other functions are not neglected. There is a brief sketch of the history of the forest service, mention of the shelterbelt of newly planted trees stretching from Canada to Mexico, and material on conservation problems and lumbering methods, good and bad. And there are statistics, tables, a map, and lots of good photographs. You don't need this book to enjoy the forests, because there's no red tape involved in forest use by citizens. But it will help you to understand how the forests happened to be set aside and what they are for.

A Department of Agriculture publication, "Forest Outings" says nothing about the national parks, which are under the Department of the Interior. From the standpoint of the man looking for a place to spend a weekend or a month out of doors, the parks really ought to be discussed along with the forests. Both are government operated recreational facilities.

New York ALDEN STEVENS

Working with the "Y"

WORK BEGUN, by Lawrence K. Hall. Association Press. 160 pp. Price $2, postpaid by Survey Associates, Inc.

THE author of this little book reports on a study concerned primarily with the impressions made upon beginning YMCA secretaries by their early experiences, in terms of their feelings of satisfaction and dissatisfaction, their sense of personal and professional status or lack of it, their sense of success or failure in their work. The study involves 444 college graduates who entered the YMCA secretaryship from 1927 to 1932, shortly after graduation from college.

The most marked differences between the group of well-adjusted secretaries and the poorly adjusted secretaries were found in their staff relationships, especially with the general secretary; in the amount and quality of their supervision; in the general atmosphere in which the work went on. Differences appeared between the two groups in terms of their belief in the association as an agency interpreting the highest values. Other differences were indicated in their adjustment to community life and in their sense of personal growth and status. There are, of course, great overlappings and there is certainly no clear cut differentiation between what is concomitant with good adjustment or with bad adjustment. Within the limits of reliability mentioned by the author, the book indicates what college men entering the secretaryship of the YMCA may expect to find.

The study very properly takes its place among many efforts to understand and improve the process of helping men make a satisfactory start in their life work. It probably is bound more than the author indicates, however, to the fact that human nature, biologically and psychologically, seems to give us all a preference for doing work our own way, and a resentment of any attempt to tell us how to perform. Perhaps the application to working groups of a technique like Moreno's sociometric approach may be expected to bring marked increase in satisfactions—even in YMCA work.

FORREST H. KIRKPATRICK
Bethany College, Bethany, W. Va.

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NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway, at 58th St., New York. Dorothy Deming, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine. PUBLIC HEALTH NURSING.

NATIONAL TUBERCULOSIS ASSOCIATION—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

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BUDGETS FOR LOW INCOME FAMILIES. 43 pp. Baltimore Council of Social Agencies, 353 Equitable Building, Baltimore. Price 50 cents.

Not only gives budgets but information on selecting food, clothing, and shelter based on minimum requirements. Prices quoted are those prevailing in Baltimore. Bibliography.

Housing

HOUSING AMERICA, by John H. Haefner and others. 80 pp. Bulletin No. 14 of the National Council for the Social Studies, 1201 Sixteenth St., N. W., Washington, D. C. Price 50 cents.

A simplified presentation of the various facets of the housing problem, for use as a teacher's source unit. Bibliography and tests.

BE IT EVER SO TUMBLED: THE STORY OF A SUBURBAN SLUM, by Marvel Daines. 51 pp. (mimeographed) Prepared for the Citizens' Housing and Planning Council. 1719 Penobscot Building, Detroit.

Statistics and background are necessary to a housing study—and they are here. What makes this one different is the author's vivid portrayal of the people who live in "Eight Mile Road," their humor and tragedy.

DEFENSE HOUSING IN OUR TOWN. 13 pp. Public Policy Bulletin No. 13 of the Twentieth Century Fund, 330 West 42nd Street, New York. Price 2 cents each in quantities up to 500.

A brief resumé of the results of the Twentieth Century Fund's emergency survey on housing, with suggested programs for local communities faced with a housing shortage.

Refugees

MEET THE REFUGEES, by the Secretary, Committee on Refugees, National Board, YWCA. 24 pp. Free for distribution, on request from the Woman's Press, 600 Lexington Ave., New York.

Facts about refugees in this country debunking adverse rumors on their effects on public relief, employment opportunities, Fifth Column activities.

EXCLUSIONARY IMMIGRATION LAWS, by Felix S. Cohen. 14 pp. Free from the American Jewish Committee, 386 Fourth Avenue, New York.

A look-see at some historical facts showing the relation of the immigrant to American ideals of liberty and of free immigration to American prosperity.

FAMILY CASE WORK SERVICES FOR REFUGEES, by Joseph E. Bach, Florence Nesbitt, and Helen Wallerstein. 39 pp. Family Welfare Association of America, 122 East 22 St., New York. Price 40 cents.

Three papers based on experience in family agencies—"Planning Refugee Services within the Social Work Setting"; "Service to Refugees in a Family Agency"; "Refugee Clients: Their Problems and Needs"—point up the likenesses and differences in work with refugees and normal family case work.

War and Defense

AMERICA'S CHOICE TODAY, by William T. Stone. 47 pp. World Affairs Pamphlet No. 9. Foreign Policy Association, Inc., 8 West 40 Street, New York. Price 25 cents.

A discussion of America's foreign policy from the viewpoints of economic and military defense.

CHRISTIAN CONSCIENCE AND THE STATE, by Robert L. Calhoun and Roland H. Bainton. 42 pp. Price 15 cents from *Social Action*, 289 Fourth Avenue, New York.

The role of conscientious objectors in relation to church, government, and community in times of war and peace.

HOW SHALL WE PAY FOR DEFENSE? by Maxwell S. Stewart. 32 pp. Public Affairs Pamphlet No. 52. Price 10 cents from the Public Affairs Committee, Inc., 30 Rockefeller Plaza, New York.

The merits and drawbacks of various methods of paying for defense, including borrowing, inflation, and taxation.

Miscellaneous

A FORUM IN ACTION—1940, by Ivah Deering. 24 pp. From Mrs. Ivah Deering, 1118 Cypress Street, Cincinnati, Ohio. Price 25 cents. (Less in quantity.)

A practical guide for successful forum sessions with suggested topics and bibliography.

COOPERATIVE DAIRYING, by Valery J. Tereshtenko and Research Staff of the Cooperative Project. 212 pp. Mimeographed. Free from the Division of Research and Professional Projects, Works Projects Administration for the City of New York, 70 Columbus Ave., New York.

A survey of cooperative dairying in the United States and abroad, including an extensive bibliography.

THE ATTITUDE OF THE SOUTHERN WHITE PRESS TOWARD NEGRO SUFFRAGE: 1932—1940, edited by Rayford W. Logan, Ph.D. 115 pp. The Foundation Publishers, Inc., P. O. Box 1382, Washington, D. C. Price 75 cents, postpaid.

A series of articles from southern newspapers compiled in an attempt to present the opinion of southern whites on the rights of Negroes at the polls.

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